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ABSTRACT

This report presents the testimony of numerous expert witnesses who appeared at three hearings on the following topics: (1) Hunger and Related Nutritional Issues; (2) U.S. Department of Agriculture (USDA) Food Assistance Programs; and (3) Domestic Hunger and Related Nutritional Issues. The following major issues were discussed: (1) the number of poor and low-income families requiring food assistance is rapidly increasing; (2) more federal programs are required to meet their needs; (3) federal support for existing programs needs to be increased; and (4) present programs need to be reformed to remove barriers to service. Specific USDA programs discussed include the following: (1) the Food Stamp Program; (2) the Temporary Emergency Food Assistance Program (TEFAP); (3) the Women Infants Children Supplemental Food Program (WIC); and (4) the National School Lunch Program. Statistical information on numerous tables and graphs illustrate testimony. (FMW)

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HUNGER IN AMERICA

HEARINGS

BEFORE THE
SUBCOMMITTEE ON
NUTRITION AND INVESTIGATIONS
OF THE
COMMITTEE ON AGRICULTURE,
NUTRITION, AND FORESTRY
UNITED STATES SENATE
AND THE
COMMITTEE ON AGRICULTURE,
NUTRITION, AND FORESTRY
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

SECOND SESSION

ON

HUNGER AND RELATED NUTRITIONAL ISSUES

JANUARY 30, 1988—CEDAR RAPIDS, IA
MARCH 1, 1988—WASHINGTON, DC
MARCH 28, 1988—LUTHERAN PLACE MEMORIAL CHURCH,
WASHINGTON, DC

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HUNGER IN AMERICA

Field Hearing on Hunger and Related Nutritional Issues—USDA Food Assistance Programs

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SATURDAY, JANUARY 30, 1988

U.S. Senate,
Subcommittee on Nutrition and Investigations of the
Committee on Agriculture, Nutrition, and Forestry,
Cedar Rapids, IA.

The subcommittee met, pursuant to notice, at 9 a.m. at the Kennedy High School Auditorium, 4545 Wenig Road NE, Cedar Rapids, IA, Hon. Tom Harkin (chairman of the subcommittee) presiding.

Present or submitting a statement: Senators Harkin and Dole.

STATEMENT OF HON. TOM HARKIN, A U.S. SENATOR FROM IOWA

Senator Harkin. The hour of 9 o'clock having arrived, the Subcommittee on Nutrition and Investigations of the Senate Agriculture Committee will come to order. On behalf of the U.S. Senate Subcommittee on Nutrition and Investigations I welcome you here today and express my thanks to the school administration, the students, and the faculty for allowing us to use this facility and to you for your interest and attendance at this hearing. We are usually in a more sparse environment than this. This is pretty nice.

The subcommittee meets today in Cedar Rapids to gather information on hunger and related nutritional issues, and on how effective USDA's food assistance programs are in dealing with these problems.

The existence of hunger in this land of plenty comes as a shock to most Americans. With our productive farms, and our warehouses filled to overflowing, how is it that some Americans still do not get enough nutritious food to eat? Indeed, this is the central irony of our nutrition policy. Providing answers—and solutions—to this question is what this hearing and subsequent hearings will be all about.

I am here today so that the Nutrition Subcommittee can learn more, first, about the adequacy of Federal resources being committed to food assistance programs in Iowa, and second, the efficiency and effectiveness of their allocation to recipients.

Hearings such as this provide a record for the Senate and a basis for the Agriculture Committee's recommendations in dealing with these issues.

We deal with these issues on an ad hoc basis annually and in each session of Congress as the need arises and, of course, every 4 years or so when the agriculture bill is debated. The next full agricultural division bill will be in 1990.

Last year, for example, the subcommittee met to look into the Special Supplemental Food Program for Women, Infants and Children, the WIC Program. As a result of that hearing, I recommended an amendment to allow States greater economy and efficiency in acquiring various commodities for WIC recipients.

Recently the GAO sent me a report stating that if all States adopt these new procedures, the Federal Government could save over $240 million a year. That means that we could serve an additional 630,000 WIC participants without any additional cost to the Federal Government.

I understand Iowa is considering implementing this new procedure. Perhaps Dennis Bach, the Iowa State WIC director, who will testify today, can give us an update on this. The point I want to make is that hearings such as this can and do make a difference. Your presence and participation here today can make our Federal institutions and programs work better and more efficiently.

Before we begin today, I would like to note some recent trends that illustrate the increasing need for adequate and efficiently operated nutrition programs.

Our economy has not been as good to some as it has been to others during this decade. Poverty, the leading cause of hunger, has increased by 10 percent.

In 1986, 32.4 million Americans were at or below the poverty level. Within this grouping of poor people we find some very disturbing trends. There are nearly 13 million children in this group or one out of five children in the Nation. Poverty is more heavily concentrated among children than among any other age group. By contrast, 3.5 million elderly persons, or 12.4 percent of our elderly, had incomes below the poverty line.

One of the principal purposes of our food assistance programs is to prevent hunger. Yet food stamps, our largest food assistance program, reaches only 19.4 million people. 19.4 million is a lot, but it's considerably less than the 32.4 million who are below the poverty line. Despite the increase in poverty this decade, participation in the Food Stamp Program has declined. It is simply not reaching all of the people it should—only 55 percent of our elderly poor participate in the Food Stamp Program.

The WIC Program for women, infants and children reaches only 40 percent of the eligible participants. Yet, study after study has shown this to be one of our most cost-effective government programs, saving up to $3 in future health care costs for each dollar spent on the program.

The USDA has many programs that deal with hunger. Our witnesses today will discuss these programs and how they operate in the real world. The one question that I hope each witness will address is how we can better alleviate hunger—whether it be at the individual need level, or the distribution level or administrative level. We need to know who these people are and why their needs are not being met.

We need to know how to reach out to these people—what barriers need to be removed? For those currently receiving assistance we want to know how we can serve them more efficiently and economically. Can we reduce waste and if so, where?

We have quite a few witnesses with us today. I would like to ask each to summarize your statements in about 5 to 7 minutes. Longer statements will be included in the hearing record in their entirety. The hearing record will remain open for 10 days following this hearing to allow for those who would like to submit a prepared written statement.

Those conclude my opening remarks. I would ask the U.S. Senate that a statement of the distinguished Senator from Kansas, Senator Robert Dole, also a member of this subcommittee, in fact the ranking Republican on the subcommittee, be inserted in the record at this point. Senator Dole has had a long and continued interest in the nutrition programs and I worked closely with him in the past in addressing some of these problems.

[The prepared statements of Senator Harkin and Senator Dole follow:]

Opening Statement of Sen. Tom Harkin
Subcommittee on Nutrition and Investigations
Hearing on Domestic Hunger and Related Nutritional Issues
Cedar Rapids, Iowa -- January 30, 1988

The Agriculture Subcommittee on Nutrition and Investigations meets today in Cedar Rapids to gather information on hunger and related nutritional issues, and how effective the U.S. Department of Agriculture's food assistance programs are in dealing with these problems.

The United States is the world's foremost producer of food products. Large stockpiles attest to our agricultural proficiency and productivity. Dating back to the 1930s the U.S. has attempted to utilize its extra productive capacity by providing commodities to families and individuals in need of food assistance. Hence the purpose of many of our food assistance programs is two-fold (1) to help stabilize agricultural markets and (2) to feed the hungry. Although most of the Agriculture Committee's time and resources are spent attempting to provide market stability, today we are dealing with this second responsibility -- to feed the hungry.

The existence of hunger in this land of plenty comes as a shock to most Americans. With our productive farms, and our warehouses filled to overflowing, how is it that some Americans still do not get enough nutritious food to eat? Indeed, this is the central irony of our nutrition policies. Providing answers -- and solutions -- to this question is what this hearing is all about.

I am here today so that the Nutrition Subcommittee can learn more first, about the adequacy of federal resources being committed to food assistance programs in Iowa and second, the efficiency and effectiveness of their allocation to recipients.

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In 1986, 32.4 million Americans were at or below the poverty level. Within this grouping of poor people we find some disturbing trends. There are nearly 13 million children in this group or about 1 out of every 5 children. Poverty is more heavily concentrated among children than among any other age group. By contrast, 3.5 million elderly persons (or 12.4 percent of the elderly) had incomes below the poverty line.

One of the principal purposes of our food assistance programs is to prevent hunger. Yet food stamps, our largest food assistance program, reaches only 19.4 million people. Despite the increase in poverty this decade, participation in the food stamp program has declined. It is simply not reaching all of the people it should -- only 55 percent of our elderly poor participate in the food stamp program.

The WIC program for women, infants and children reaches only 40 percent of eligible participants. Yet, study after study has shown this to be one of our most cost-effective government programs, saving up to three dollars in future health care costs for each dollar spent on the program. A 1984 Iowa Food and Hunger Survey stated "Hunger nationwide appears to be fastest growing among the new poor,i.e., the unemployed middle class people who have never needed food assistance before." We want to reach out to these and others of our population in a timely manner.

The USDA has many programs that deal with hunger. Our witnesses today will discuss these programs and how they operate in the real world. The one question that I hope each witness will address is how can we better alleviate hunger -- whether it be at the individual need level, or the distribution level or the administrative level. We need to know who these people are and why their needs are not being met.

We need to know how to reach out to these people -- what barriers need to be removed? For those currently receiving assistance we want to know how we can serve them more efficiently and economically. Can we reduce waste and if so, where?

The hearing record will remain open for 10 days following this hearing to allow for those who would like to submit a written statement.

# # #

For more information contact Pam McKinney or Paul Boyum at 202/224-3254

STATEMENT OF SENATOR BOB DOLE

NUTRITION SUBCOMMITTEE FIELD HEARING IN CEDAR RAPIDS, IOWA

JANUARY 30, 1988

MR. DOLE. MR. CHAIRMAN AND CITIZENS OF IOWA. I REGRET NOT BEING ABLE TO ATTEND TODAY'S HEARING HERE IN CEDAR RAPIDS. UP UNTIL SEVERAL DAYS AGO, I WAS TRYING TO WORK OUT MY SCHEDULE SO THAT I MIGHT AT LEAST PARTICIPATE, HOWEVER, BRIEFLY. UNFORTUNATELY, THIS WAS NOT POSSIBLE, DUE TO A PREVIOUSLY SCHEDULED SPEECH TO THE VETERANS OF FOREIGN WARS (VFW). I COMMEND THE DISTINGUISHED SENATOR FROM IOWA FOR HOLDING THIS HEARING AT THE BEGINNING OF THE SECOND SESSION OF THE 100TH CONGRESS. THERE ARE MANY IMPORTANT ISSUES THAT NEED TO BE EXPLORED WITH REGARD TO THE EFFECTIVENESS OF LOW-INCOME PROGRAMS, PARTICULARLY THE FEDERAL FOOD PROGRAMS.

AS THE FORMER CHAIRMAN AND CURRENT RANKING MINORITY MEMBER OF THE SUBCOMMITTEE ON NUTRITION, I FEEL THAT I HAVE A UNIQUE HISTORICAL PERSPECTIVE ON THE HUNGER PROBLEM. I HAVE BEEN WORKING IN THE AREA SINCE THE 1960'S AND HAVE PARTICIPATED ACTIVELY IN THE DEVELOPMENT OF THE FEDERAL FOOD PROGRAMS.

I BELIEVE THAT FOOD ASSISTANCE PROGRAMS HAVE BEEN EFFECTIVE IN ALLEVIATING DOMESTIC NUTRITION PROBLEMS. NO ONE WHO OBJECTIVELY REVIEWS THE ISSUE BELIEVES WE ARE WITNESSING A RETURN TO THE CONDITIONS EXISTING A DECADE OR TWO AGO.

WHILE I WOULD ACKNOWLEDGE THAT THERE ARE SOME AREAS OF THE COUNTRY, ESPECIALLY IN RURAL AMERICA, THAT HAVE NOT SHARED IN ECONOMIC RECOVERY, MOST AMERICANS WOULD AGREE THAT THEY ARE BETTER OFF TODAY THAN THEY WERE EIGHT YEARS AGO.

FEDERAL FOOD PROGRAM EFFORT

TWO DECADES AGO, I SERVED ON THE SELECT COMMITTEE ON NUTRITION WITH FORMER SENATOR GEORGE MCGOVERN. YOU MAY RECALL THAT DOCUMENTARIES THEN REVEALED SERIOUS PROBLEMS OF HUNGER AND MALNUTRITION IN OUR COUNTRY. THE FIELD FOUNDATION SENT A TEAM OF DOCTORS AND PUBLIC HEALTH SPECIALISTS INTO POVERTY AREAS IN THIS

COUNTRY, AND THE RESULTS OF THESE EXPLORATORY MISSIONS SHOCKED THE AMERICAN PUBLIC, WHICH DEMANDED ACTION FROM THEIR GOVERNMENT.

THE FEDERAL GOVERNMENT RESPONDED WITH A VARIETY OF PROGRAMS, OF WHICH THE FOOD STAMP PROGRAM PROVIDES THE FOUNDATION, WITH OTHER SMALLER PROGRAMS TARGETED TO THE SPECIAL NEEDS OF EXCEPTIONALLY VULNERABLE SEGMENTS OF THE POPULATION. TODAY, THE FEDERAL GOVERNMENT INVESTS ABOUT $22 BILLION IN A WIDE ARRAY OF NUTRITION PROGRAMS, WITH THE FOOD STAMP PROGRAM COMPRISING $13.5 BILLION OF THIS AMOUNT. PRESIDENT NIXON WAS ACTUALLY RESPONSIBLE FOR EXPANDING THE FOOD STAMP PROGRAM NATIONWIDE AND FEDERALIZING BENEFIT LEVELS SO THAT PEOPLE THROUGHOUT THIS COUNTRY WERE ASSURED OF THE SAME LEVEL OF ASSISTANCE.

FUNDING FOR THE FOOD STAMP PROGRAM WAS ABOUT $7 BILLION IN 1979 -- IT IS NOW BEING FUNDED AT A LEVEL OF ABOUT $13.5 BILLION. IN 1979, TOTAL FOOD PROGRAM EXPENDITURES WERE ABOUT $11 BILLION, AND THE FEDERAL GOVERNMENT IS NOW SPENDING CLOSE TO $22 BILLION ON MORE THAN TEN SEPARATE PROGRAMS.

WE HAVE THE SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS AND CHILDREN (USUALLY REFERRED TO AS WIC), THE SCHOOL LUNCH, SCHOOL BREAKFAST, AND SUMMER FOOD PROGRAM. FUNDING FOR THE COMBINED CHILD NUTRITION PROGRAMS NOW TOTALS ABOUT $7 BILLION, UP FROM $4.7 BILLION IN 1980.

FY 1988	Food Stamps	$13.5 bil.
	WIC Program	$1.8 billion
	School Lunch	$3.5 bil.
	School Breakfast	$500 million
	Child Care Food	$600 mil.
	Summer Food	$150 mil.
	Elderly	$600 mil.
	Commodities	$600 mil.

THE TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM (TEFAP) IS A COMMODITY DISTRIBUTION PROGRAM, DESIGNED TO PROVIDE SURPLUS AGRICULTURAL COMMODITIES TO LOW-INCOME AND UNEMPLOYED FAMILIES AND INDIVIDUALS, WHO, FOR SOME REASON, MAY NOT BE REACHED BY THE REGULAR NUTRITION PROGRAM STRUCTURE. DURING THE DEPTHS OF THE 1982-83 RECESSION, SENATOR HATFIELD, MYSELF AND OTHERS FOUNDED THIS PROGRAM IN RESPONSE TO AGRICULTURAL SURPLUSES AND THE INCREASED NEED FOR FOOD ASSISTANCE. ALTHOUGH IT WAS INTENDED TO BE A TEMPORARY RELIEF MEASURE, IT HAS CONTINUED TO BE REAUTHORIZED. CURRENTLY, THE PROGRAM PROVIDES $50 MILLION FOR DISTRIBUTION AND STORAGE COSTS TO THE STATES, WITH $10 MILLION OF THIS EARMARKED FOR USE BY LOCAL CHARITABLE ORGANIZATIONS.

WITH ALL OF THESE FEDERAL PROGRAMS, ALONG WITH STATE AND LOCAL EFFORTS, AND THE ASSISTANCE OF PRIVATE SECTOR ORGANIZATIONS AND VOLUNTEERS, THERE IS A VERY COMPREHENSIVE FOOD ASSISTANCE NETWORK IN PLACE. SOMEWHERE ALONG THIS CHAIN, ACCESS

TO FOOD IS PROVIDED, AND THERE SHOULD BE NO REASON FOR PEOPLE TO FALL BETWEEN THE CRACKS. UNFORTUNATELY, HOWEVER, THIS DOES STILL HAPPEN.

RECENT TRENDS IN FOOD PROGRAM CHANGES

A RECENT STUDY PREPARED BY THE URBAN INSTITUTE FOR THE OFFICE OF ANALYSIS AND EVALUATION, FOOD AND NUTRITION SERVICE OF THE U. S. DEPARTMENT OF AGRICULTURE, STATED:

> "THE FINDINGS OF THIS STUDY SUPPORT THE CONCLUSION THAT THE CHANGES ENACTED IN 1981 AND 1982 DID NOT FUNDAMENTALLY CHANGE THE BASIC STRUCTURE OF THE FOOD STAMP PROGRAM. AS A RESULT, THE EFFECTS OF THE LEGISLATIVE CHANGES IN THE NUMBER OF PARTICIPANTS, AVERAGE BENEFITS, AND TOTAL PROGRAM COSTS WERE SMALLER THAN EXPECTED.
>
> WHILE THE RECESSION AFFECTED THE NUMBER OF PROGRAM PARTICIPANTS TO SOME DEGREE, THE IMPACT ON CASELOADS AND COSTS WAS FAR LOWER THAN EXPECTED BECAUSE THE RELATIONSHIP BETWEEN THE FOOD STAMP PROGRAM AND THE UNEMPLOYMENT RATE IS FAR MORE COMPLEX THAN PREVIOUSLY THOUGHT."

BIPARTISAN CONGRESSIONAL ACTION

WHILE THERE ARE THOSE WHO WOULD LIKE TO BLAME THE CURRENT ADMINISTRATION FOR WHAT THEY DESCRIBE AS "HUNGER IN AMERICA," **THE FACT OF THE MATTER IS THAT BUDGET CUTS ENACTED IN 1981 AND 1982 WERE PROPOSALS DESIGNED BY THE CONGRESS IN A BIPARTISAN FASHION -- THEY WERE NOT ADMINISTRATION PROPOSALS.** AS CHAIRMAN OF THE SUBCOMMITTEE ON NUTRITION DURING THIS PERIOD, I WORKED VERY CLOSELY WITH PATRICK LEAHY AND OTHER DEMOCRATS TO ACHIEVE SIGNIFICANT BUDGET SAVINGS WHILE IMPROVING THE TARGETTING OF FOOD STAMP AND CHILD NUTRITION BENEFITS, INITIATING ADMINISTRATIVE REFORMS, AND ATTACKING FRAUD, WASTE AND ABUSE IN THESE PROGRAMS.

THE URBAN INSTITUTE ACTUALLY FOUND THAT THE LEGISLATIVE CHANGES, INDEPENDENT OF CHANGING ECONOMIC CONDITIONS AND DEMOGRAPHIC CHARACTERISTICS, REDUCED PROGRAM COSTS IN FISCAL YEAR 1982 BY ABOUT $450 MILLION TO $650 MILLION, A REDUCTION OF ABOUT 4 TO 6 PERCENT. THE SAVINGS WERE SIGNIFICANTLY LOWER THAN ORIGINALLY ANTICIPATED. THE NUMBER OF FOOD STAMP PARTICIPANTS INCREASED BY 45 PERCENT FROM 1978 TO 1984. AVERAGE ANNUAL BENEFITS INCREASED BY 18 PERCENT, WITH FEDERAL SPENDING ON NUTRITION PROGRAMS UP 58 PERCENT.

FURTHER, SOME FINE-TUNING OF THE FOOD STAMP PROGRAM OCCURRED DURING THE REAUTHORIZATION PROCESS IN 1985, AND BENEFITS WERE INCREASED BY ABOUT $500 MILLION TO $1 BILLION FOR THE NEXT THREE FISCAL YEARS. THESE CHANGES REFLECTED LEGISLATION INTRODUCED BY SENATOR BOSCHWITZ AND MYSELF IN THE SENATE, AND MR. PANETTA ON THE HOUSE SIDE.

ACTUAL PROGRAM GROWTH

WHILE SOME MAY CLAIM THAT CUTS IN FOOD PROGRAMS ARE THE CAUSE OF MANY HARDSHIPS, THE FACTS SIMPLY DO NOT INDICATE THIS RESULT. LET'S TAKE THE WIC PROGRAM, FOR EXAMPLE. THIS PROGRAM HAS STEADILY EXPANDED DURING THE LAST SEVEN YEARS. IN 1979, FEDERAL FUNDING WAS APPROXIMATELY $550 MILLION AND MONTHLY PARTICIPATION AVERAGED 1.5 MILLION WOMEN, INFANTS AND CHILDREN. FOR THIS FISCAL YEAR, THE PROGRAM IS SERVING ABOUT 3.5 MILLION PARTICIPANTS WITH A FEDERAL INVESTMENT OF ABOUT $ 1.8 BILLION. THIS IS A FAIRLY SIGNIFICANT INCREASE AT A TIME WHEN OTHER PROGRAMS WERE UNDERGOING BUDGET REDUCTIONS, AND IT REFLECTS THE TREMENDOUS BIPARTISAN POPULARITY OF THE PROGRAM IN THE CONGRESS.

ROBERT GREENSTEIN, DIRECTOR OF THE CENTER ON BUDGET AND POLICY PRIORITIES HAS TESTIFIED BEFORE THE NUTRITION SUBCOMMITTEE THAT: "FOR SOME TIME, THERE WAS A FAIR AMOUNT OF DEBATE BETWEEN THOSE WHO ARGUED THAT CUTS IN THE FOOD PROGRAMS HAD CAUSED A LARGE UPSURGE IN HUNGER AND THOSE WHO DENIED THAT A HUNGER PROBLEM EXISTED. I THINK THE EVIDENCE INCREASINGLY INDICATES THAT BOTH OF THESE POSITIONS WERE MISTAKEN. THE PROBLEM OF HUNGER IS REAL, BUT IT IS CAUSED BY MANY FACTORS. FEDERAL BUDGET CUTS IN FOOD PROGRAMS PROBABLY WERE NOT THE CAUSE HERE."

THE PROBLEM OF HUNGER IS A VERY COMPLEX ONE, WITH ITS ROOT CAUSES BASED IN ECONOMIC CONDITIONS. THE FOOD STAMP PROGRAM IS A PRETTY GOOD BAROMETER OF THE ECONOMY. WHEN UNEMPLOYMENT RISES, THE COST OF THE PROGRAM INCREASES ABOUT $650 MILLION FOR EVERY PERCENT OF UNEMPLOYMENT. SIMILARLY, WHEN FOOD PRICE INFLATION INCREASES, PROGRAM COSTS GO UP ABOUT $350 MILLION FOR EACH PERCENTAGE POINT. DURING THE PERIOD 1982-1983, WHEN THIS COUNTRY WAS EXPERIENCING A DEEP RECESSION, PARTICIPATION GREW ACCORDINGLY AND SPENDING ROSE IN RESPONSE TO THE INCREASED NUMBER OF INDIVIDUALS WHO MET THE ELIGIBILITY CRITERIA.

TOO MUCH EXPECTED OF FOOD STAMP PROGRAM

FOOD PRICES HAVE RISEN 20 PERCENT SINCE 1980, WHILE INFLATION IN SHELTER COSTS AND UTILITIES HAS INCREASED 30 PERCENT AND 40 PERCENT, RESPECTIVELY. THE REAL BURDEN IS ON NON-FOOD LIVING PROBLEMS, AND THE FOOD STAMP PROGRAM SHOULDN'T BE ASKED TO SHOULDER THE ENTIRE BURDEN OR BECOME AN EXPANDED INCOME SECURITY PROGRAM. NOT ONLY ARE BASIC BENEFIT LEVELS INDEXED FOR FOOD PRICE INFLATION, BUT THE DEDUCTIONS FOR UTILITIES AND SHELTER WITHIN THE PROGRAM ARE EACH INDIVIDUALLY INDEXED. NO WONDER FEDERAL SPENDING IS GETTING OUT OF HAND! FOOD STAMPS IS RAPIDLY BECOMING A CASH TRANSFER PROGRAM -- RATHER THAN A PROGRAM TO COMBAT HUNGER. **THIS IS A FOOD PROGRAM, AND SHOULD NOT BE EXPECTED TO SOLVE EVERY PROBLEM THAT POOR PEOPLE FACE.**

WITH A PARTICIPATION OF ABOUT 20 MILLION, FOOD STAMPS IS A VERY BROAD-BASED PROGRAM. FOR THIS REASON, MANY PEOPLE TRY TO MAKE IT DO THINGS IT WAS NEVER DESIGNED TO ACCOMPLISH. WE SHOULD KEEP ITS ACTUAL GOALS IN MIND. AND, ALONG THESE LINES, THE REAL ROOT CAUSE OF HUNGER IN THE CONTEXT IN WHICH THE CONGRESS SHOULD BE EXAMINING THE PROBLEM IS POVERTY.

FAIR TREATMENT OF THE ISSUE

FURTHER, THE HUNGER ISSUE SHOULD BE TREATED FAIRLY. WHILE THERE ARE SOME DESERVING AMERICANS WHO FAIL TO RECEIVE ADEQUATE FOOD ASSISTANCE, THERE ARE OTHERS WHO RECEIVE BENEFITS WHO SHOULD NOT. ALTHOUGH THIS IS RARELY THE FOCUS OF ATTENTION BY HUNGER ACTIVISTS OR THE MEDIA, IT SHOULD BE NOTED FOR THE RECORD THAT, IN THE FOOD STAMP PROGRAM ALONE, AN ESTIMATED $900 MILLION IS SQUANDERED ANNUALLY THROUGH THE OVERISSUANCE OF BENEFITS, PAYMENTS TO INELIGIBLE RECIPIENTS AND OUTRIGHT FRAUD. THIS $900 MILLION DOLLARS COULD GO A LONG WAY TOWARD ASSISTING THOSE NOT NOW BEING REACHED.

HUNGER -- A SHARED RESPONSIBILITY

SOME ADVOCATE THE FALSE NOTION THAT THE SOLE RESPONSIBILITY FOR FOOD ASSISTANCE, INCLUDING DISTRIBUTION, SHOULD REST WITH THE FEDERAL GOVERNMENT. IT HAS ALWAYS BEEN MY VIEW THAT FEDERAL EFFORTS SHOULD BE COMPLEMENTED BY STATE AND LOCAL GOVERNMENTS, AS WELL AS THE PRIVATE SECTOR. ALL OF THESE ENTITIES WORKING TOGETHER SHOULD BE ABLE TO PROVIDE ASSISTANCE TO THOSE IN NEED. THE WORK OF NONPROFIT ORGANIZATIONS, LIKE CHURCHES, FOOD BANKS, AND SOUP KITCHENS, AND COMMUNITY VOLUNTEERS IS ESSENTIAL TO THE WAR AGAINST HUNGER, AND PROVIDES INVALUABLE ASSISTANCE, BECAUSE THESE ARE THE PEOPLE WHO ARE ABLE TO IDENTIFY THE INDIVIDUALS IN THEIR COMMUNITIES WHO ARE TRULY IN NEED.

WHILE NUTRITION PROGRAMS HAVE HAD A DRAMATIC, POSITIVE IMPACT ON HUNGER AND MALNUTRITION IN THIS COUNTRY, THE FEDERAL BUREAUCRACY, NO MATTER HOW SENSITIVE, CANNOT POSSIBLY RESPOND TO ALL OF THE PROBLEMS OF PEOPLE IN NEED OF FOOD ASSISTANCE. RESPONSIBILITY MUST BE SPREAD AND SHARED IF WE ARE TO PROPERLY SERVE THOSE WHO PERMANENTLY OR TEMPORARILY NEED HELP. EACH INDIVIDUAL REQUIRES ASSISTANCE DUE TO A DIFFERENT SET OF CIRCUMSTANCES, AND THE FEDERAL GOVERNMENT IS INCAPABLE OF RESPONDING WITH THIS TYPE OF FINE-TUNED PRECISION.

MR. JOHN C. WEICHER, F. K. WEYERHAUSER SCHOLAR IN PUBLIC POLICY RESEARCH AT THE AMERICAN ENTERPRISE INSTITUTE, TESTIFIED BEFORE THE NUTRITION SUBCOMMITTEE ON JUNE 14, 1985, WITH REGARD TO THE FOOD STAMP PROGRAM AND SAFETY NET, STATING: "THE EFFECTS OF...CHANGE IN DIRECTION ON THE WELFARE OF MOST HOUSEHOLDS HAVE PROBABLY BEEN SMALL. THE CHANGES IN THE INCOME MAINTENANCE PROGRAMS TURN OUT TO BE LESS SIGNIFICANT THAN MUCH OF THE PUBLIC DISCUSSION WOULD SUGGEST. 'THE SAFETY NET HAS PROBABLY BEEN MAINTAINED, PARTICULARLY FOR THE POOREST PEOPLE.'"

CONCLUDING REMARKS

I COMMEND THE LEADERSHIP OF THE SENATOR FROM IOWA IN HOLDING THIS HEARING HERE IN HIS HOME STATE. IT WILL BE VERY HELPFUL TO THE NUTRITION SUBCOMMITTEE TO HAVE A RECORD OF WHAT IS HAPPENING IN THE HUNGER AREA IN REPRESENTATIVE STATES AROUND THE COUNTRY. FIELD HEARINGS ARE ALWAYS USEFUL IN BRINGING MEMBERS OF CONGRESS AND THEIR STAFFS OUT OF WASHINGTON TO LISTEN TO THE VIEWS OF PEOPLE WHO DEAL WITH EVERYDAY REALITY AND THE PROBLEMS FACED IN THEIR LOCAL COMMUNITIES. THIS TYPE OF OVERSIGHT PROVIDES VALUABLE INFORMATION TO THOSE OF US WHO ARE FACED WITH THE RESPONSIBILITY OF MAKING POLICY DECISIONS WITH REGARD TO FEDERAL FOOD PROGRAMS.

Senator **Harkin**. I also want to mention that we have with us today, and I may call on her and him for any information as we go along, some people who are not on the witness list, but we are privileged to have with us. Mrs. S. Anna Kondratas, Administrator, Food and Nutrition Service, from Washington, DC. She was in a meeting, I guess, in Dallas, the other day, or San Antonio, and took a diversion to stop here for this hearing. And I appreciate it very much. Also with us is the regional director of this area for the Food and Nutrition Service, Dave Alspach. Dave is right here. He is out of Denver, Colorado. We also have David Johnson, who is the minority counsel for the Senate Agriculture Committee in this area, and Dave Werner, who is the majority counsel on the Agriculture Committee. So, we have people who are knowledgeable in this area and if we have questions and a need for information I'm sure they would be glad to participate in any discussions that we have.

We are trying to break this down into panels. The first person I would like to call on is Dr. John MacQueen from the National Maternal and Child Health Center from the University of Iowa at Iowa City. Come up here. And while he's on his way up I would just mention that the next panel will be a panel of individuals who work directly with recipients. And they will give us some firsthand experience of what they've encountered. The next group is of those who run the programs throughout the State and who are going to tell us some of the problems involved in the programs themselves.

Dr. John MacQueen, welcome to the subcommittee. And certainly you are no stranger either to me personally, or to this area, or to the subcommittee. So I welcome you. If you could, Dr. MacQueen, summarize, as I said, in 5, 7, 8 minutes, something like that. Summarize it and we'll get into a little bit of discussion, perhaps. Welcome to the subcommittee and please proceed.

STATEMENT OF JOHN C. MacQUEEN, M.D., DIRECTOR, NATIONAL MATERNAL AND CHILD HEALTH RESOURCE CENTER, IOWA CITY, IA

Dr. **MacQueen**. Mr. Chairman, I am delighted that I have been given the opportunity to appear before the Senate Subcommittee on Nutrition and Investigations to testify concerning hunger in America, specifically northern Iowa. I bring to this task my perspective as a practicing pediatrician. I am medical director of the Specialized Child Health Center in Waterloo, Iowa. This center serves children with handicapping conditions, chronic illnesses and health related developmental, educational and behavioral problems. I also bring to this task my perspective as director of the National Maternal and Child Health Resource Center located at the University of Iowa, which operates an information clearinghouse on public health and nutrition programs for mothers and children and conducts a variety of activities to promote the improvement of maternal and child health. In addition, I bring to this task my perspective as a member of the Physician Task Force on Hunger in America. This task force, which was formed in 1983, has as its function factfinding and public education concerning the problem of hunger in America and the development of public policy recommendations regarding solutions to this problem.

Given the limited amount of time available for my testimony, I would like to submit for the record the latest report of the Physician Task Force entitled, "Hunger Reaches Blue Collar America: An Unbalanced Recovery in a Service Economy." I would also like to give you a brief summary of that report.

As a physician I would define a person suffering from hunger as one who is chronically short of the nutrients necessary for growth and good health. In 1985, the Physician Task Force estimated that hunger afflicts 20 million Americans, approximately 12 million children and 8 million adults. While more recent data is not available, it does appear that the problem of hunger in America is worsening.

Hunger is often accompanied by inadequate nutrition which in turn may lead to ill health. My particular concern in this regard are pregnant women, infants and children.

The quality and quantity of food available to a pregnant woman affects the development of the fetus since a growing fetus requires protein, vitamins and minerals for normal tissue and organ growth. Poor maternal nutrition increases the risk of premature labor and delivery which is associated with infant mortality and morbidity. If a pregnant woman suffers from malnutrition, even a full-term infant may be at risk for health problems.

Inadequate nutrition exposes the young child to the risk of stunting and wasting, and may interfere with the child's normal functional development. Furthermore, it has been shown that poor nutrition will weaken the resistance of a child to infections. This lack of resistance to infections is generally accepted to be one, if not the major, cause for increase in the national death rate for children during the first year of life. So we are discussing life, not just hunger itself.

The problem of hunger in America is directly associated with the problem of poverty in America. The Federal poverty level is currently defined as an income of $10,989 for a family of four. A number of studies have found malnutrition to be substantially higher at or below the poverty level than among families above the poverty level.

The overall national economy has recovered from the recession of the early 1980's. Despite the fact, however, that there has been more than 5 years of sustained growth in the Nation's economy, there are more people living in poverty than when the decade began. The economic recovery has been uneven, and a significant number of Americans have not benefited from the recovery. Many of the people living in poverty are working, but their income is less than what the Federal Government says is required to meet their minimal needs. Particularly distressing is the fact that poverty disproportionately affects the most vulnerable segment of the population: our children.

Beginning in early 1987, members of the Physician Task Force visited regions of the country where the economy is not strong. The task force found that in these areas, hunger had become a problem for new groups of our citizens, including farm families in Iowa.

One of the sites visited by the task force was Waterloo, Iowa, where I practice. I would like to quote from a portion of the report of the task force of that district.

"A local grocer reported this morning a man stood in the checkout line with a loaf of white bread, powdered milk and two cans of dog food. I looked him in the eye and he turned red and looked away."

A staff person in the Peoples Health Clinic in Waterloo, confessed, when asked the question, "where are these people coming from? replied most of them are middle-age farm couples."

"Much has been written about the death of the family farm. But when a farm dies so does much of the local community. In recent years the John Deere plant in Waterloo laid off 8,000 workers. Other factories closed altogether. The industries that depend on farming fail too, interwoven misery somehow representing the destruction of a way of life.

"It startles the visitor to drive into Waterloo, surrounded by fields of corn, to find a van with the words 'Food Bank' painted on its side. But feeding the hungry has become serious business here.

"A local school official explained, last summer we offered a feeding program for our town children. We expected 300 children but more than 2,000 came the first day. We thought we knew our community but we were in for a big surprise.

"In Cedar Falls, requests for an evening meal at the Community Meals Program zoomed from 1,102 families in 1986 to 1,527 this year. The Salvation Army was forced to open a lunch program due to rampant hunger among farm families.

"The Peoples Clinic reports seeing more cases of childhood malnutrition in the first three months of 1987 than in the last three years."

And so the task force report goes on, not just about Iowa, but Houston, Texas, New Orleans, Marshall, Minnesota, in southeast Ohio, and West Virginia, in Los Angeles, and in the Silicone Valley.

While soup kitchens and food pantries have struggled valiantly to provide hungry people with food, the problem of hunger is too great to be solved through private charity. And while it has been suggested that economic growth will solve the problem, hunger has increased despite improvement in the overall economy.

I and other members of the Physician Task Force would submit that what is needed is strong Federal Government action. The Federal Government has failed to fashion an adequate response to associated problems of hunger and poverty in Waterloo, Iowa, and other communities throughout the United States. For some reason, we seem to have forgotten that in the 1960's and 1970's, as a result of Federal Government programs, hunger was virtually eliminated from America. With, however, the advent of the current administration in 1981, these programs have been reduced and hunger allowed to come back. Something is dreadfully wrong.

The task force report which I submitted for the record contains several recommendations for strengthening and expanding Federal programs, such as the Food Stamp Program, the WIC Program, school meal programs, and elderly feeding programs. It also contains recommendations for a series of actions to enable families to purchase adequate diets. I am sure the subcommittee will give these recommendations serious consideration because I believe we agree that we should accept nothing less than the complete elimination of hunger in America. Thank you.

Senator **Harkin**. Thank you very much. That's a fine statement. You are a member of the Physician Task Force on Hunger in America, which issued a report in October 1987 after conducting a very extensive national investigation into the area of hunger. What we've heard over the last year is that, yes, we've had some problems in America. We've had a, I forget the word that is used, a dislocation, we've had a discontinuity, we were going down one way but we had to shift our resources in this country and people had to leave certain areas of employment and shift to different areas of employment, that is from manufacturing to the service sector, et cetera. There was bound to be some time period in which people would be out of work and that's over with. They are saying that now we are on the way back up. The GNP was growing 4.2 percent in the last quarter and these problems were disappearing. What we are talking about was something that was true a couple years ago but is no longer true today. How do you respond to that?

Dr. **MacQueen**. There certainly are political overtones in the positions that you've stated. The surveys that have been taken by the task force would suggest that hunger, as it is determined by the task force, is a reality of life and in established centers of America where improvement in the economy has not accured on, where there doesn't seem to be any hope or change in the economic situation, now or in the immediate future.

Senator **Harkin**. How long have you been working with food assistance programs, Dr. MacQueen?

Dr. **MacQueen**. As a provider of services for children, food assistance programs have been available since the midsixties. In particular I have been involved with the WIC Program. I like the phrase WIC works," because I think it does. WIC has been a major positive influence on the health of children I have served. I can't overstate its importance or its effectiveness. And I await the day when all those who will be eligible will receive those services.

Senator **Harkin**. The reason I asked you the first two questions I did is that I think there may be a grain of truth in the fact that some of those people who were eligible for food assistance in the last few years, because of dislocation, may be coming back in the workforce now, and won't need that kind of assistance in the future. What I'm afraid of is that it's going to cloud our vision in thinking that covers the entire spectrum. What I'm concerned about are those who are in poverty today, whose poverty is increasing, who are left behind and as a result their actual food needs will be met at a less substantial level than they were before. Because we see some people getting off of food assistance and moving on to the employment, that might happen in the next year or two as the economy comes back, those who are left behind will be missed and I am concerned about that.

My question basically is this, your statement, in a way, suggests a serious increase in the severity of the hunger problem. I detect what you are talking about is the severity, not so much broadening. The conditions of those that are in need are becoming more severe as opposed to an increase in the number of those who are really in need. What can we do about that, what can we do about existing programs? Do you detect any possibility of people who perhaps have been eligible for food assistance in the past, who for some reason or another aren't applying any longer or aren't trying to find the way that they can get food aid for themselves and for their children?

Dr. **MacQueen**. The first part of your question is answered in some detail on pages 61, 62, 63 through 65 [1] of the task force report which gives a series of recommendations about what might be done. And those recommendations include specifics about how the programs might be provided more efficiently and effectively. The recommendations in the report include a number of thoughtful answers to your questions. Although we are pleased with them we must continually review the programs to be sure that they are effective. Concerning the last question, let's just say in our own State, it is my perception that in Iowa poverty is a particularly difficult problem in rural areas and small towns. And I don't think, I don't think that's going to change. I think in Iowa we are going to have a significant rural poor population that is going to require assistance. And I don't see that any easy answer, I don't see any particular change that's going to occur in that population.

Senator **Harkin**. Food stamps still have a stigma in rural areas, don't they?

Dr. **MacQueen**. This is particularly true in the southern part of the State, who are "poor proud" and that makes it difficult to provide any type of assistance.

Senator **Harkin**. Sure. How do you feel about cashing out food stamps? Have you given much thought to that?

Dr. **MacQueen**. I really haven't. But the suggestions concerning the Food Stamp Program as listed on page 31, it suggests there be a discontinuation of coupons and also addresses the problem of the stigma that goes with the Food Stamp Program.

Senator **Harkin**. In other words, there are a lot of people out there that just won't admit that they are poor.

Dr. **MacQueen**. They don't want to go in the grocery store with their food stamps.

Senator **Harkin**. Because there is obviously a stigma attached to them. Because of that their children won't get the proper nutrition and we are burdened with that later on.

Dr. **MacQueen**. We are burdened with that now. And because these children are not healthy they will carry less than vigorous health into adult life.

Senator **Harkin**. Anything else?

Dr. **MacQueen**. No.

Senator **Harkin**. Thank you for being on the Physician Task Force on Hunger in America, also. That's a good report. I saw it when it came out in the fall. Thank you.

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[1] See the report, "Hunger Reaches Blue Collar America: An Unbalanced Recovery in a Service Economy," p. 23.

[The prepared statement of Dr. MacQueen and the Physician Task Force on Hunger in America report, "Hunger Reaches Blue Collar America: An Unbalanced Recovery in the Service Economy," follows:]

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STATEMENT

JOHN C. MACQUEEN, M.D.
Director, National Maternal and Child Health Resource Center
The University of Iowa
Member, Physician Task Force on Hunger in America

Before the
SUBCOMMITTEE ON NUTRITION AND INVESTIGATIONS
AGRICULTURE COMMITTEE
UNITED STATES SENATE

Cedar Rapids, Iowa

January 30, 1988

Mr. Chairman, I am delighted that I have been given the opportunity to appear before the Senate Subcommittee on Nutrition and Investigations to testify concerning hunger in America. I bring to this task my perspective as a practicing pediatrician. I am medical director of the Specialized Child Health Center in Waterloo, Iowa. This center serves children with handicapping conditions, chronic illnesses and health related developmental, educational and behavioral problems. I also bring to this task my perspective as director of the National Maternal and Child Health Resource Center, located at the University of Iowa, which operates an information clearinghouse on public health and nutrition programs for mothers and children and conducts a variety of activities to promote the improvement of maternal and child health. In addition I bring to this task my perspective as a member of the Physician Task Force on Hunger in America. This Task Force, which was formed in 1983, has as its function fact finding and public education concerning the problem of hunger in America and the development of public policy recommendations regarding solutions to this problem.

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Hunger is often accompanied by inadequate nutrition which in turn may lead to ill health. My particular concern in this regard are pregnant women, infants and children.

The quality and quantity of food available to a pregnant woman affects the development of the fetus since a growing fetus requires protein, vitamins and minerals for normal tissue and organ growth. Poor maternal nutrition increases the risk of premature labor and delivery which is associated with infant mortality and morbidity. If a pregnant woman suffers from malnutrition, even a full-term infant may have health problems such as hypoglycemia and polycythemia.

Inadequate nutrition exposes the young child to the risk of stunting and wasting, and may interfere with the child's normal functional development. Poor nutrition also weakens the resistance of children to infections.

The problem of hunger in America is directly associated with the problem of poverty in America. The federal poverty level is currently defined as an income of $10,989 for a family of four. A number of studies have found malnutrition to be substantially higher at or below the poverty level than among families above the poverty level.

The overall national economy has recovered from the recession of the early 1980's. Despite the fact, however, that there has been more than five years of sustained growth in the nation's economy, there are more people living in poverty than when the decade began. The economic recovery has been uneven, and a significant number of Americans have not benefited from the recovery. Many of the people living in poverty are working, but their income is less that what the federal government says is required to meet their minimal needs. Particularly distressing is the fact that poverty disproportionately affects the most vulnerable segment of the population: our children.

Beginning in early 1987, members of the Physician Task Force visited regions of the country where the economy is not strong. The Task Force found that in these areas, hunger had become a problem for new groups, including farm families in the Midwest.

One of the sites visited by the Task Force was Waterloo, Iowa, where I practice. I would like to quote from a portion of the report of the Task Force:

> . . . [I]t's Blackhawk County, Iowa, right in the heart of America's breadbasket. "It's awful," a local grocer reported. "This morning a man stood in the checkout line with a loaf of white bread, powdered milk and two cans of dog food. I looked him in the eye and he turned red and looked away." [All footnotes omitted]
>
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> In Cedar Falls requests for an evening meal at the Community Meals Program zoomed from 1,102 families in 1986, to 1,527 this year. The Salvation Army was forced to open a lunch program due to rampant hunger among farm families. Ruth Toney who operates the local food bank says that she served over 10,000 families in seven months, up from 7,800 all last year. The county population is 86,000 people.

Families try to cope but not always successfully. The People's Clinic reports seeing more cases of childhood malnutrition in the first three months of 1987 than in the last three years.

While soup kitchens and food pantries have struggled valiantly to provide hungry people with food, the problem of hunger is too great to be solved through private charity. And while it has been suggested that economic growth will solve the problem, as it has been pointed out, hunger has increased despite improvement in the overall economy.

I and other members of the Physician Task Force would submit that what is needed is strong federal governmental action. The federal government has failed to fashion an adequate response to the associated problems of hunger and poverty in Waterloo, Iowa, and in other communities throughout the United States. Ironically, in the 1960's and 1970's, federal government programs virtually eliminated hunger in America. With, however, the advent of the current administration in 1981, these programs began to be reduced and modified.

The Task Force report which I have submitted for the record contains several recommendations for expanding and strengthening federal programs, such as the food stamp program, the WIC program, school meal programs, and elderly feeding programs. It also contains recommendations for a series of actions to enable families to purchase adequate diets. I know that the Subcommittee will give these recommendations serious consideration.

WE SHOULD ACCEPT NOTHING LESS THAN THE COMPLETE ELIMINATION OF HUNGER IN AMERICA.

HUNGER REACHES BLUE COLLAR AMERICA

An Unbalanced Recovery in a Service Economy

October, 1987

Physician Task Force on Hunger in America

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Executive Summary

Recent changes in the American economy and public policies have produced a situation virtually unprecedented in modern times: An economic recovery that is having little impact on the nation's 20 million hungry citizens. Though traditional indicators show that the country is out of recession and into sustained growth, poverty remains unusually elevated, and disparities in personal income are at an all-time high.

As reports of economic boom emanate from Washington and Wall Street, data acquired through first-hand field studies reveal that growing numbers of once-productive Americans are joining the soup lines of the nation. Somehow left out of the recovery, millions of blue collar workers-- and occasionally some of their formerly white collar counterparts-- comprise a sector of the economy that is not even "showing on the boards."

Economic growth has not reduced hunger in any significant way because of the nature of that growth. The economic pie has gotten bigger, but the unevenness of its growth leaves millions falling further behind.

"None of the extra output," contends economist Lester Thurow, "has gone to America's working class."[1]

The increasing numbers of blue collar families appearing in bread lines come from the traditional bedrock of the economy, people whose labors produced national prosperity. They have played by the rules and have met every criteria for success. Now they fall further and further behind due to tax policies and economic trends within the nation.

Their economic distress is compounded by governmental indifference and callousness. In need of temporary help to regain economic stability, they find that the rules of the game have been changed. The government they once trusted, and in whose beneficence they once invested through tax dollars, now defines them as ineligible for help.

The bankrupt farm family that swallowed its pride to apply for food stamp assistance learns that it is not considered worthy of help. The household has no income, but governmental regulations say that their farm machinery disqualifies them for help. To receive assistance they must first discard this means of future productivity.

The hotel maid works six days a week to support her family, but learns that her children can no longer get school meals. The household faces further economic stress and nutritional risk as a result.

The medically uninsured miner cannot afford to feed his children properly due to the expenses of his wife's surgery, a dilemma with which most parents could empathize but none could solve.

Service workers and high-tech assemblers. Oil workers and steelworkers. Miners and farmers. Once self-sufficient Americans, they find that the system they once revered ignores them and makes a mockery of justice and opportunity. Confused and angry, they bring their families to soup kitchens to join others whose plight they may once have questioned. In growing numbers they comprise the ranks of the hungry in a land of plenty.

These groups of hungry Americans represent the paradox of deprivation amidst prosperity. Their circumstances lay bare the claim that economic growth alone spells better days for all. Supply-side economics has failed as a remedy for domestic hunger. Responsible governmental action is required to cure this modern-day epidemic.

1. The Paradox of Economic Recovery and Domestic Hunger

Throughout this decade domestic hunger has been one of the most public of personal sorrows. Numerous studies have documented its existence, and many reports have chronicled the efforts of community agencies to feed those in need. Medical groups have shown an alarming relationship between hunger and serious health problems, including malnutrition and growth failure in children. Much has been written about the personal agony of hungry families, and the politics which perpetuate this preventable tragedy.

Americans seem deeply troubled by the existence of hunger in the nation.[1] Yet this concern has been met with reproach by those public officials who argue that only economic growth, not direct governmental intervention, is the proper remedy for hunger. Such growth, they have promised, will trickle down in the population and will cure domestic hunger.

By many conventional standards economic growth has come to America. The economy is in its fifty-eighth month of expansion, the unemployment rate is down and the number of new jobs is up. Poverty has fallen somewhat, and the rate of inflation is relatively low. By these indices the national economy is strong and productive.

But millions of Americans are still hungry. And poverty remains at an unusually high level. Evidence suggests that these afflictions have hit new groups within the population.

The high prevalance of hunger during economic growth seems a paradox. How can it be that the economy is so robust, yet so many American families remain hungry? So disturbing is this paradox that we returned to regions of the nation we visited in recent years to learn first-hand about this problem.

Many economists and public officials have reported that the economic recovery is uneven. Not all Americans are able to enjoy its benefits, particularly those who need it most. We traveled to areas of the country where regional economies are failing to learn about the circumstances of people, and to determine why the rosy picture painted by government statistics does not bear a resemblance to the conditions in which many citizens live.

Starting in early 1987, we went to Texas and Louisiana where the decline of the oil industry has led to increased impoverishment among an entire segment of the population. We traveled to Iowa and Minnesota to observe the weakened agricultural and mining industries.

We fanned out across Ohio, Pennsylvania and West Virginia where the slumping mining and steel industries have left massive destitution in their wake. And finally, we traveled to California for a first-hand look at the high-technology and service industries of the Sunbelt, where next to astounding wealth hundreds of thousands of workers remain in poverty due to low-wage jobs.

This is an analysis of what we found, a report of two Americas. One is glittery, rich and growing richer. The other is not even "showing on the boards." It is a country where many hard-working people who have played by the rules now find themselves destitute and hungry.

2. Hunger Reaches New Groups in the Nation

Behind the facelessness of government statistics and beneath the picture of growing national prosperity are the darkened images of American workers displaced from industries. Many of them enter the treadmill of low-wage jobs and long-term unemployment, a living testament to something fundamentally troubling in the nation.

After more than five years of sustained economic growth, more people are living in poverty than when the decade began.[1] Many of them are the working poor, people whose earnings from full-time jobs frequently come to less than the amount the government says in required to meed minimal needs.

For a man or woman and two children, that amount is the official poverty level of $9,069 a year.[2] Yet the number of working poor who earn less than this amount is now 36% higher than it was in 1979.[3]

So serious is the problem of part- and full-time workers who remain poor that we conducted field investigations to better understand their circumstances.[4] To augment statistical reports and economic analyses, we traveled to states in several regions of the nation to interview these Americans, and to talk with those who try to feed them.

We learned that domestic hunger has reached new groups of Americans

Former Oil Workers in the South

Houston, Texas

The Star of Hope Mission in this Texas city served only men when it opened two years ago. That changed quickly as women and children were driven to its refuge by unemployment and homelessness associated with the depressed oil industry. By 1987, some 3.1 million Texans were living below the official poverty level.[5]

As five year-old Demetra peered out from her playhouse in the Mission, we listened to a middle-age woman plead for a job: "All I want is to work. No welfare, no food stamps. I'll even work at the minimum wage as long as it's at least six days a week."[6]

Nearby tiny Tina finished her oatmeal while her father described how this one year-old had lost several pounds since living on rice and beans. The new baby held by his wife has diarrhea and an ear infection. "We live in hell," the man reported. "Every day I go to the Labor Pool hoping to work. When I'm lucky I get a day job for $3.80 an hour."

The former oil workers of Texas constitute a population which is not only down and out but desperate and often hungry. "It's so bad here," reported Rev. James Tucker of Houston Metropolitan Ministries, "that the only growth industry is prisons."[7]

City and state statistics support his analysis of destitution. More than 320,000 jobs were lost in the Texas oil and gas industries between 1982 and 1986.[8] Some 280,000 homes are on the market to be sold, testimony to unemployed families and broken dreams. So bad are the conditions, according to Manuel Zamorro of the state AFL-CIO, that "some people just walk away from their home without even bothering to tell the bank. They leave it and lose it. Period."[9]

Local churches and neighborhood agencies see the families on the streets, a new class of social service clients in the making. "They're mostly middle-age and white," an agency head reports. "They once earned $12 to $16 an hour, and now make $3.80 when they're lucky."[10]

Dramatic increases in emergency food requests overwhelm public and private efforts to feed the hungry. Of the 3.1 million Texans in poverty today, only 1.3 million get food stamp benefits.[11] But applications have jumped 40% in some cities, and 22% statewide.[12]

Churches and social service agencies are inundated according to Suzanne Hinds of the United Way. "There was a 71% increase in food needs in a year. At no time has the need for help been so great."[13]

"There truly is a sense of desperation in the city," reports Pamela Duff of the Houston Anti-Hunger Coalition. "We thought we had tipped out with 100,000 people getting emergency food, but this year it's already up to 300,000."[14] Throughout the city religious leaders and agendy heads report a dramatic increase in hunger.

State Senator Hugh Parmer, head of a legislative commission on hunger, reports that since 1983, emergency food requests have jumped from 1.8 million to 3.6 million statewide. Nevertheless, at least 12,000 families each month are turned away because food supplies are depleted. Parmer estimates that while state food banks have increased their distribution from 8 million tons in 1983, to 50 million in 1986, some 800,000 Texans go hungry some time each month.[15]

New Orleans, Louisiana

At the time of our arrival Louisiana had the highest rate of unemployment in the country. Officially it was 13%, but some officials placed it far higher.[16] Ironically, 22,000 jobless workers in the state were about to lose unemployment benefits because of a federal policy terminating aid to those out of work for more than 26 weeks.[17]

With serious unemployment, the fourth highest infant mortality rate in the nation, and one of the lowest AFDC benefit levels, many Louisiana citizens are suffering. The median family income is $11,000 a year, according to Dr. Sandra Robinson, a physician who heads the state Department of Health and Human Resources. "There is no way people can pull themselves out of this," she admonished, "unless we throw them a line."[18]

That line is not coming from the federal government, reported one of Robinson's staff analysts. "The poor have been joined by a new class of poor, and federal policy limits are killing them. People are required to get even poorer to get help. We are made to put them in a bottomless pit."[19]

Forty year-old Robert Carter came to our public meeting in New Orleans to describe life in this pit. The father of several children, he is now unemployed and has no water in the house. "They're trying to make me sell a little piece of property to go on welfare," he protested. "Would you rather help a piece of me or all of me," he asked in reference to federal regulations that make him use up his assets before qualifying for assistance.[20]

As our members listened to those assembled we were interrupted by the unexpected visit of New Orleans Mayor Sidney Barthelemy. Coming to plead for his people, he announced that "we have an unemployment rate of 28% in some neighborhoods."[21] He said that as mayor there is only so much he can do; the crisis in his city is really national in scope.

The Mayor lamented the fact that the state had just cut back on AFDC benefit levels: "We must remember that AFDC means aid to families with dependent children," he stressed, placing extra emphasis on the word "children." "What has made America distinctive," he continued, "is that traditionally we have not abandoned our poor. I'm frightened that we are beginning to do so."[22]

By some measures his fears seem borne out. The Second Harvesters Food Bank in greater New Orleans experienced a sharp increase in food requests in 1986. "In 1987," reported Peggy Stuart, "we are literally overwhelmed."[23] Distribution rose from 82 tons in December, 1986, to 110 tons in February, 1987. Still, she says, it is not enough.

Families are going without food, and the impact is being seen by members of the medical profession. The chairman of the Louisiana State University pediatrics department reports "a lot of malnutrition among kids, much of it due to inadequate nutrition."[24]

Farm Families in the Midwest

Waterloo, Iowa

It is the kind of quiet desperation we associate with other places. Entire families traveling from town to town to look for food or a job. Grown men foraging through junk yards to find items of value. Children coming on their own to feeding centers in hopes of a meal.

But it's Blackhawk County, Iowa, right in the heart of America's breadbasket. "It's awful," a local grocer reported. "This morning a man stood in the checkout line with a loaf of white bread, powdered milk and two cans of dog food. I looked him in the eye and he turned red and looked away."[25]

"We asked where people are coming from," confessed a staff person at People's Health Clinic in the town of Waterloo. "Then we realized most of them are middle-age farm couples."[26]

Much has been written about the death of the family farm. But when a farm dies so does much of the local community. In recent years the John Deere plant in the town laid off 8,000 workers. Other factories closed altogether. The industries that depend on farming fail too, interwoven misery somehow representing the destruction of a way of life.

It is dramatic to face hardy men and women who until recently enjoyed relative affluence but now have virtually nothing. Theirs are stories of family stress and emotional despair. Sometimes they include suicide, according to an official in the town of Greenfield. Of four high school students who attempted suicide in the past year, each lived in a family experiencing farm bankruptcy.[27]

It startles the visitor to drive into Waterloo, surrounded by fields of corn, to find a van with the words "Food Bank" painted on its side. But feeding the hungry has become serious business here.

"Last summer we offered a feeding program for town children," explained a local school official. "We expected 300 children, but more than 2,000 came the first day. We thought we knew our community but we were in for a big surprise."[28]

In Cedar Falls requests for an evening meal at the Community Meals Program zoomed from 1,102 families in 1986, to 1,527 this year.[29] The Salvation Army was forced to open a lunch program due to rampant hunger among farm families.[30] Ruth Toney who operates the local food bank says that she served over 10,000 families in seven months, up from 7,800 all last year.[31] The county population is 86,000 people.

Families try to cope but not always successfully. The People's Clinic reports seeing more cases of childhood malnutrition in the first three months of 1987 than in the last three years.[32]

It is an embattled and often bitter population, these independent-minded Midwesterners. They say things like "you can't believe government anymore," or "a man's word is no good nowadays." Hungry and needy for the first time in their lives, they face overwhelming obstacles.

"We finally broke down and decided to apply for food stamps," explained Debbie, a 35 year-old wife and mother of five. "When the welfare worker found we drove a '64 Chevy, she tried to disqualify us because you can't have an antique car. The thing hardly runs."[33] The woman's vignette points to the federal bureaucracy that overwhelms desperate families, often presenting a real Catch-22. With no cash and zero income, many bankrupt farmers find their machinery counts against them.

"The government makes you spend yourself into dirt," complained a 53 year-old farmer who looked at the floor to conceal moisture in his eyes. "You gotta get rid of everything and start over just to get $60 in food stamps to feed your kids a month. Something ain't right."[34]

The man's family recently lost their farm, the only home they had ever known. The teenage daughter watched her father walk alone through the fields as her mother consoled: "He's had this land longer than he's had you. It's like losing a child, he needs some time to be alone."[35]

Marshall, Minnesota

Minnesota conveys an image of relative well-being, a decent standard of living for its hard-working families. Yet nearly half a million citizens live in poverty, an increase of 100,000 since the end of the last decade.[36] Almost half this increase has been among two-parent families.

State Human Services Commissioner, Sandra Gardebring, acknowledged the disparity between the image and the reality: "We're not known for hunger but we do have a serious problem in this state."[37]

Dr. Carolyn McKay of the state Health Department underscored the point that Gardebring raised. "We don't see people starving, but many are malnourished. About 52% of the women we see are deficient in milk products."[38] Admittedly, she was describing a low-income population. but Ed Ellinger, a physician with the Minneapolis health department says that nutrition deficiencies are getting worse. Rates of anemia and growth failure among children increased after a drop over several years."[39]

Hunger reportedly is serious in several areas of the state. Dick Goeble of the emergency fund in Marshall says that volunteers are unable to keep up with the growing need. From 360,000 pounds of food distributed to the hungry last year, local programs will give out 680,000 pounds of food in 1987.[40]

"The food crisis," Goeble explained, "is over. Now it is one chronic nightmare."[41]

Marshall is one of those small towns the rest of America sees only on television. Located in the southwestern corner of the state where no town is over 20,000 people and most are less than half that size, Marshall presents a picture of tranquility. But hidden beneath is the reality of tragedy.

"It's hard to see who's hungry here," points out Mayor Robert Schaligle. "But for many of our families it's the last year on their farm."[42]

Loretta Penslee runs a federal nutrition program in the five surrounding counties, and sees a definite increase in hunger.[43] Some of those in need are farmers. Others are laid-off factory workers like the 1,000 employees who lost jobs when the Armour meat plant closed.

Still others in need are the elderly Helen Westen sees in her elderly feeding programs, "People who went through the Depression and are back there again. Nothing in their homes. Many are malnourished,"[44]

Local officials report that federal regulations prevent their feeding those in need. "Food stamp rules totally hamstring us," says welfare director Frank Morris. "People in their fifties are hungry and not eligible for anything."[45]

Private agencies try to pick up the slack, usually unsuccessfully. The Marshall Food Shelf had to limit food items because so many people asked for help. One of the volunteers told how people come in with tears in their eyes, grateful but embarrassed. Many try to explain that it's really for their children.

Peggy DeVos started her Pork Pantry because so many of her neighbors were without food. "People come in and just bawl," she says, recalling a man who was unable to provide a meal at his daughter's wedding. "It's all around and I feel so sorry for them that's not got anything to eat."[46]

In nearby Lincoln County we traveled along a checkerboard of rural roads to the frame house of a farm family where five middle-age couples had come to meet with us. Not the kind of people who easily show their emotions, two of the men lost their composure as they talked about their circumstances.

"I been here all my life," a ruddy farmer announced, wiping his face with huge fingers. "But if you come back next year the farm will be here but we won't."[47]

As if to provide solace for his neighbor, another man attempted to fill in the silence. "My boy just left for Houston..." When he stopped to regain control of himself his wife explained that the family farm would not pass on to the son. It was being repossessed by the bank.[48]

This couple, their neighbors, and many others in the area have spent decades putting food on American tables. Now that is over.

Miners and Steelworkers

Pittsburgh, Pennsylvania

In the early morning hour twelve of the first twenty people in the Salvation Army soup line are children. One is a child in her mother's arms.

"People go to bed hungry in western Pennsylvania," observes Gordon McLeod, M.D., former secretary of health in the state. "we have a serious problem, a return to macaroni and bean soup and white bread." As evidence, Dr. McLeod turns to data on the proliferation of food pantries in the Pittsburgh area, now numbering over 200.[49]

This is steel country, a region where many residents are highly-skilled production workers. Though the mills and coal mines are largely idle now, economic recovery has brought some changes in the area. But the new image of the city, somewhat cleaner and with new office buildings, belies the reality of economic devastation for many of its residents. Some 30,000 jobs have been lost amounting to hundreds of millions in payroll income each year.[50]

Emergency food requests skyrocketed some 1742% in Allegheny County between 1979 and 1986.[51] Local programs sprang up to feed the growing numbers of hungry children in the area.[52]

State representative Allen Kukovich has seen the economy reflected in the eyes of his constituents: "In the 1970s, they complained about poor roads. Now they worry about survival, like food."[53] A local nurse opened the Rainbow Kitchen to feed area residents, prompted by the discovery that more patients needed food than medical care.[54]

In the town of Homestead an angry young steelworker sat in his kitchen holding two daughters. Sipping ice tea from a peanut butter jar, he noted that his nephews had joined the military to escape joblessness. "Why wouldn't they rather live in Germany than Pittsburgh?"[55]

Public officials openly worry about the limits of their capabilities without federal help. Pittsburgh Mayor Richard Caliguiri recently appointed a commission to suggest what the city can do about hunger. His action was prompted in part by a United Way report which found a "dramatic" increase in the need for emergency, and recommended immediate federal action to deal with the mounting crisis in the area.[56]

Children's television personality Fred Rogers of "Mister Roger's Neighborhood" broadcasts from Pittsburgh. "It makes you feel so bad," he says, "to hear about children without food."[57]

Southeastern Ohio

Traveling through the counties which comprise this mining and steel-dependent area hits the visitor like a time warp. Sharply different from an outsider's image of Ohio as an urban, cosmopolitan state, this region is small-towm America complete with distinctively rich local accents. It is the northern reach of Appalachia, an area in which one of every six people lives in poverty.[58]

Local unemployment in most of the twenty-eight counties is between 11-16%, climbing as high as 37.5% in Adams, an increase of ten percent in three years.[59] Of the counties in Appalachian Ohio, twenty-two report poverty increasing since 1983.[60]

It is not that poverty is new to the area which has always been one of the most deprived in a state whose poor reached 1.5 million in

1986.[61] But while statewide poverty declined slightly in the past two years, it continued to rise in southeastern Ohio reflecting the depressed steel or mining industries.

The intractability of poverty in this region worries health officials who express concern about the nutrition of high-risk groups like the elderly and children. "Eating habits have definitely changed in a short period of time," notes a local dentist. "I see it in my practice, and I hear it when mothers describe what they cook for dinner."[62]

Kurt Wagner, a pediatrician for forty-one years, sees the impact of undernutrition among infants and children. Premature births, youngsters seriously underweight, and other problems associated with hunger strike many in the area.[63]

At the elderly feeding center in East Liverpool, a worker confided that some of the guests live on dog food. "We got 1,700 clients," she explained, "and many of them walk ten miles or more to get here."[64] A county health officer says this report is quite typical of need in the area. Emergency food needs in the county jumped more than 100% in just over a year.[65]

In Columbiana county, welfare administrator Wilma Carter recorded an even steeper rise in families in need of help. Just over 300 had applied for food in 1982, a number that went to nearly 2,000 in 1987.[66] John Hudak of Catholic Social Services reports that "people who used to contribute to us now come in to ask for food."[67]

Hunger and poverty are tied to the failing industries. In the past many area residents worked in Youngstown, the largest nearby city and an economic lifeline to the surrounding counties. Steel mill layoffs and plant closings severed that line, and the result has been a 56.9% increase in poverty in the Appalachian counties since 1980.[68]

McDowell County, West Virginia

The three doctors stared into a sea of discouraged faces in the town library hall. A group of about seventy people, nearly equally divided between blacks and whites, mostly women, listened as one doctor asked: "How many of you find that you cannot feed your children properly nowadays?" More than half the parents raised their hands.[69]

Earlier that morning at the Highland Education Project in Keystone, the doctors had asked a nun a similar question: "Of every twenty people in this town how many would you say are having trouble getting enough food?" Without hesitation she answered, "Eighteen."[70] The woman next to her nodded her agreement.

Here in the southern tip of West Virginia, McDowell County is so poor that it was the pilot location for the federal food stamp program more than two decades ago. It has always been poor, but its declining industrial base, hastened by closed coal mines, makes the situation even worse today. "About the only jobs available are near minimum wage," reported Betty Drake, a social service agency worker. "You know, like working at the Dairy Queen."[71]

One asks local residents how the national economic boom is affecting their region and they either stare at you or laugh. McDowell County is poverty, pure and simple. Nothing reveals any improvement here. "How many of you think life will be better for your children," a physician asked a roomful of seventy pre-school parents. No hands went up.

In a county that lost 50,000 jobs in two decades, has no skating rink and where all eleven movie theatres have closed, young people leave in droves. Still, of those who remain, the unemployment rate reportedly is as high as 40%.[72]

"We see no end to the need for food around here," Betty Drake offered. "Families come in all the time who have nothing to feed their children. I see fourteen month-olds who look half that age."[73]

Despite the need, Highland had to close its summer food program, turning away 200 children who ate there daily. The U.S. Agriculture Department said the program violated its regulations. "We think their real goal is to keep children out of the program," confided one of the workers. Intended or not, that is what happened, and the impact was predictable: "A lot of people we know had hungry kids last summer," announced Audrey Harriston.[74]

Many area residents express anger at federal policies which keep them from feeding their families. "Lot of people never wanted anything 'til we lost our jobs," observed one white mountain woman. "But you have to lie to get on welfare." Her confession prompted a man to offer his observation: "The government don't really want to help."[75]

Neither, according to local clergy, do some of the merchants. For about two weeks each month the grocery stores raise their prices to coincide with the receipt of food stamps. "It's not legal, I'm sure," ventured a church worker, "but they gouge those who are already suffering and nothing is ever done about it."[76]

The pastor of the First United Methodist Church in Welch announced that an increasing number of parishioners are going hungry, many for the first time in their lives. "It's hard to watch. Coal miners never before on state assistance cry to get help. I didn't believe things like this happened in America."[77]

Home visits in the rolling mountain "hollers" surrounding the county seat revealed the truth in his observation. Buddy Lambert, who has lived in his "holler" since 1945, held eighteen month-old Jason on his lap. The boy was losing hair, his frame revealing a child short and underweight. "I want to work," said the father who was laid off from the steel plant in 1985. "It makes me feel good to work."[78]

In another home a relatively young mother surprised the visiting doctors: "I thought of putting a gun to my head more than once, 'cept for these here kids."[79] Three people in her community, she said, had actually succumbed to her periodic temptation.

In the state capitol of Charleston, one sees what glitter the state has to offer. But beneath it, hardly hidden at all, lies more of the hunger so pervasive in McDowell. Ironically, the malnourished child one doctor discovered in the Sojourner Shelter had the same name as the Lambert child.[80] This Jason looked to be eighteen months, but astonished a doctor when he said he was three. His mother confirmed his age.

Not unexpectedly, the problem of undernutrition is not confined to younger children. At the Glenwood Elementary School, Mrs. Smedley estimated that half the 300 students go hungry at home.[81]

"It's unbelievable, just unbelievable," exclaimed Kay Hall at the Heart and Hand Food Pantry. "Demand for food has skyrocketed, most of it among families who have children. I'll tell you what it's like around here: no jobs, no income, no insurance. No hope."[82]

John McCone of the AFL-CIO charged that federal policies permit employers to work people at an inadequate minimum wage, an income so low that they live well below poverty while working full-time.[83]

"The whole business is a disgrace," announced Florette Angel of the state Youth Coalition. "A rape of the Statue of Liberty and of the middle class."[84] "We're seeing so-called solutions that never should have happened," Angel explained. "Shelters and soup kitchens shouldn't be here in the first place. Not in America."[85]

Hibbing, Minnesota

Far to the north other miners, whose accents differ greatly from their West Virginia counterparts, face similar circumstances. The Iron Range of northeastern Minnesota was the first part of the state to hit the skids in the last recession. It produced a dramatic loss of industry and high unemployment, and many of the residents have never recovered.

Once a prime supplier of taconite and other ore for the steel industry, many mills once dotting the area are now closed. Mining declined hand-in-hand with steel, as taconite production dropped this past year to less than half its 1979 level of 55 million tons. Employment plummeted with production, dropping to 1,500 workers in 1986, from a high of 15,000 in 1981. Prompted by the mining slump, a third of the area's 2,650 railroad workers have been laid off since 1980. "We haven't hired anyone since 1981," railroad general manager Clint Ferner reported.[86]

Running against ingrained local pride, many residents of this region are forced to seek handouts. The Arrowhead Food Bank was created when private charities became overwhlmed by the increasing need. Evenso, according to director Karen Skorich, many people get only one meal a day. A lot of them are mining families who swallowed their pride to apply for food stamps only to learn that particular federal regulations make them ineligible for assistance.[87]

In nearby Duluth, a community whose industry depended on Iron Range mining, the boom-bust economy has seen a loss of 10,000 jobs during this decade. Over 2,300 of them were lost when U.S. Steel closed, and Gino's Pizza plant moved to Ohio.[88]

The Gospel Union Mission now serves many of the former workers, its 5,100 meals in March a 41% increase over the same month last year.[89] The Damiano Center soup kitchen fed 43,926 meals in 1986, and the demand has increased sharply this year.[90] The Duluth Health Center has seen a 250% increase in requests for food and medical care for the poor between 1980 and 1986.[91]

Frustration and anger reside just below the surface here. "You have to lie to qualify for federal programs," lamented an unemployed miner. "If you beg you lose your self-respect. What are honest people supposed to do?"[92]

Yet people still hold on to hope. After several years of hunger and unemployment many dream of jobs returning to the area. Sometimes this hope is expressed in a chilling form. "I think if we have another war," one man observed, "we can get to work again."[93]

Service Workers of California

Los Angeles

The sheer size of the state makes it significant, the nation's largest population, home to one of every ten Americans. From the high-tech economy of the Silicon Valley to the sunny communities of the San Bernardino Valley, California projects itself as a land of golden opportunity, a vision of tomorrow.

Behind the image lies a terrible truth. Some 3.6 million residents live in poverty. Of these, 1.5 million are children.[94] Assembly line workers of the service economy join agricultural laborers who toil full-time for less than $10,000 a year. Millions have no health insurance, living one paycheck from disaster.

An estimated half million California residents draw minimum-wage pay, a gross salary of around $7,000 annually.[95] Many of them support families on this income.

Poverty rose dramatically in the early part of the decade, up some 65% among children in just four years.[96] Along with this increase came other factors which associate with low wages. Increasing numbers of pregnant mothers do not get prenatal care, and the rate of low birth-weight babies has failed to improve for three years. For the first time in two decades California has experienced an increase in its infant mortality rate.[97]

This is a state in which some seemingly prefer to ignore the problems. Last year the Governor vetoed a modest program to monitor inadequate nutrition. The state agency in charge of the WIC supplemental feeding program refuses to keep a waiting list. And anti-hunger advocates considered it a great victory to get an additional $5 million in the state budget for elderly nutrition. The amount is .00016 percent of the state's $36 billion budget.

In a state which prides itself on elderly care the number of old people waiting for home-delivered meals rose from 9,000 to 16,000 in one program alone.[98] Last year 54,000 old people were turned away from community meal sites by the state Department of Aging, according to Sam Karp, director of Food and Nutrition, Inc.[99] Recipients, typically a woman of seventy-five living alone, must make reservations to get into the program and then wait to see if they will be admitted.

Many young families are destitute, some comprising the estimated 40,000 homeless in Los Angeles. "It's a new Ellis Island," comments Josh Bernstein who sees the mobile homeless in his legal services work. Sixteen percent of the homeless reportedly are employed.[100]

Not only homeless people constitute the down and out in Los Angeles. The high cost of living and the low wages of the service economy are creating more deprivation. "Families are falling out of the middle class," declares Doris Bloch who runs the L.A. Food Bank. "There has been a dramatic shift in the number of families and children in soup lines."[101]

Community agency head Alice Callahan sees families without food every day. "Some don't eat for two or three days. Children literally go through garbage cans."[102]

Sister Rita Russo reports the same tragedy at her Seedling Food Center where she feeds 850 families a month. Two-thirds of the recipients are children. "Every day we find people who have not eaten for a couple of days," she acknowledges. "Some walk here from downtown with their children to get something to eat."[103] From her center, downtown is 63 blocks away, and sometimes the food is gone when they arrive.

In her tiny three-room apartment, home for eight, Dolores Gonzales describes how her husband landed a job nine years ago as a service worker. He now makes $5 an hour, but gets no benefits. The family runs out of food every month.[104]

Lloyd, a steelworker for nearly twenty years, now lives on rice and cheese. His wife is ill, and the fifteen year-old daughter developed ulcers as the family's financial problems led to stress. "My life's a standstill," the man says. "I feel degraded. Worthless."[105]

He is one of about 400,000 blue collar workers in Los Angeles displaced by plant closings in recent years. Many of the victims appear in bread lines that have sprung up around the city.

Doris Bloch's food bank gave out 3.5 million pounds of food in 1982. This year the amount will be 22 million pounds. Still, she says, it will not be enough.[106]

"With unemployment so high," observes Dr. Carol Berkowitz of the UCLA Harbor General Hospital, "we see more skinny kids. Some are actually marasmic."[107]

Head of the hospital's pediatric growth failure program, Berkowitz' reference to marasmus is serious. The condition of actual starvation associated with pictures of children in Ethiopia, marasmus does not afflict many of her young patients. However, about 1,000 children a year come into the clinic because of growth failure, much of it associated with inadequate nutrition.

Across town Kimberly Hall sat in the waiting room of the South Health Center. Her circumstances make her unborn child vulnerable to the risks addressed by Dr. Berkowitz' program.

"I was working full time but got laid off," she explains. "I got no food in the house right now. Don't even have a refrigerator." The young woman lives by hand-outs while combing the street for work in her sixth month of pregnancy.[108]

The Silicon Valley

In the heart of Santa Clara County, San Jose is one of the more affluent cities in the nation. Once a bustling cannery community, the area surrounding the city has been converted to a major center of the high-tech industry, notably microelectronics. The influx of engineers and other professionals has driven up housing costs to among the highest in the country.[109]

But all is not well in the Valley. In 1985, the economy faltered and companies began laying off employees. Santa Clara reportedly suffered a lost of 3,000 electronics jobs, and a total of 11,500 jobs related to electronics disappeared, mostly in semiconductor and computer firms.[110]

Electronics remains the shining jewel in the Silicon Valley crown, but it is a crown filled with widely-varying stones. The workforce is dominated largely by young women who toil at low-wage jobs which provide few benefits. Many are heads of households, some single, others with unemployed spouses. Primarily non-unionized, they eke out an existence in an area with one of the highest median incomes in the nation.

Many of these full-time workers experience periodic hunger, and their children frequently rely on food donations. Every month the Santa Clara food bank provides for 35,000 people in the area. "About 85% of those we serve," reports Mary Ellen Heising, "are households with children. A large proportion of the families report incomes too low to buy food."[111]

Religious leaders in the area call the plight of these workers the "underside" of the California economy, people employed often full-time without enough income to make ends meet. Others refer to their circumstances as the "smudge" on the gloss of the high-tech industry.

"The usual 'bum-on-the-street' image does not hold here," explains the director of the Emergency Housing Consortium, Barry Del Buono. "A growing number of people hold full-time jobs and cannot live. There are 15,000 homeless in this area."[112]

Del Buono's program is good enough to have drawn national attention, but he knows it is not enough. He serves children whose young lives have been deeply scarred by constant instability and need.

Not far from the affluence of the area is the community of East Palo Alto, with a poverty rate of fifteen percent and high unemployment.[113] Richard Laurence and his wife are among its residents. Holding a string of temporary jobs since 1981, usually at minimum wage, the couple is hoping to move to Idaho where they hope life will be better.[114]

Only the day before, we had met a family from Idaho that had moved to the Silicon Valley. It had seemed to them like the place to be, a warm climate, a growing electronics industry, and plenty of jobs.

* * * *

It seems important to ponder the paradox of California, a state of wealth and opportunity where 2.3 million citizens-- one in every ten-- rely on emergency food charities each month. Thousands of others are turned away because of inadequate supplies.

The families that need such help are not social outcasts, but ordinary people who cook hamburgers in fast-food restaurants, guard warehouses, deliver supplies, and perform assembly tasks in the burgeoning low-wage service industry.[115] They are a reality behind the Golden State image, "some of the poorest people in the world with some of the richest," notes Fresno United Way head, Anthony Folcarelli.[116]

Many Californians like to see their state as a trend-setter within the country, a harbinger of the future. But not all the trends are positive. Los Angeles has the country's largest homeless population, the largest food bank, and the largest program to keep babies from being born malnourished.[117] In San Jose the state has some of the most disparate incomes in the nation, where impoverished families live but a stone's throw from others who have among the highest incomes anywhere. In recent years this latter group has grown richer, as the destitute have lost ground in the same period of time.

California, the trend-setter, may be a window on a nation that has more and more jobs at lower and lower wages. The state may represent an emerging society of hard-working have-nots.

3. Economic Factors Associated with Hunger in Blue-Collar America

In the early days of the Reagan Administration, OMB Director David Stockman vigorously advanced a "trickle-down" theory of economic development. Rapid economic growth for the waelthy, it was argued, would eventually trickle-down within sectors of the economy to raise the well-being of all Americans.

Administration officials today point to economic trends as proof of their original thesis. Welcoming a recent report that poverty declined slightly in 1986, President Reagan commented that economic growth is "building a better life for our nation's families."[1]

Substantial data indicate a recovery of the U.S. economy after the deep recessions of the late 1970s and early 1980s. Poverty has declined from its 1983 peak, and unemployment has dropped from its 1982 high of 10.7%, the worst since the Depression era. Inflation is down, and millions of new jobs have been created in this decade. By many indices the economy is strong.

Yet within this prosperity are troublesome trends. Real disposable income for American families actually dropped in the second quarter of 1987, from the same period one year ago.[2] And this past June the country's bellweather trade deficit figure hit an all-time high of more than $15 billion.[3]

But perhaps the most foreboding aspect of the national economy is that income inequality is increasing, and governmental policies are leading to no discernible improvement in this area. Census Bureau official Gordon W. Green, Jr. acknowledged recently that "there has been an increase in income inequality in the United States."[4] Green's observation is not without merit, for income disparity in the United States today is at the highest point since the government began keeping such records 40 years ago.[5]

When government officials present aggregated data on the economy, things look good for everyone. But when the numbers are disaggregated to look at variations among income groups, major sectors of the economy are falling further behind.

When, for example, an employer hires two part-time people rather than one full-time employee, as a way to avoid paying health insurance and other benefits, the government tallies up two jobs where before there was only one. But behind this higher job count is a family whose income has dropped precipitously. The data do not reflect their economic circumstances or their suffering.

It is in this sense that overall economic indicators frequently fail to reveal serious problems, such as growing income disparity in the nation. To understand the continued high level of hunger in the nation requires greater understanding of economic deprivation with which it is usually associated.

In this chapter we examine seven factors which bear on the persistence of hunger in a growing economy.

1) Poverty Remains High; Poor Grow Poorer

The U.S. poverty rate today is higher than at any time from 1969 to 1980.[6] Even though poverty dipped somewhat in the past several years, more people are living in poverty today than when the decade began.

The official poverty rate is 13.6%. This means that over the course of a year this proportion of Americans have below poverty incomes. But an even greater proportion of Americans-- 25% of people-- live in poverty some time during the year.[7]

The number of poor in the nation grew from 24.5 million in 1978, to 35.3 million in 1983. Today 32.4 million citizens reside in poverty.[8]

For a man or woman and two children the official poverty level is $9,069 annually. This figure does not depict the severity of poverty, for fully 40% of people in poverty have incomes which are less than half the poverty line.

For white Americans the poverty rate is 11.0%, for blacks it is 31.1%, and for Hispanics it is 27.3%.[9] Families headed by women comprise more than half of all poor households in the country.[10] Significant numbers of working poor are in poverty. In fact, the number of working poor whose earnings are below poverty is 36% higher today than it was in 1979.[11]

Blacks, Hispanics and women suffer disproportionately from poverty. Yet, the increase in poverty among white males accounts for 39% of the enormous increase in poverty since 1979. The 9.5 million working-age white males in poverty are greater in number than all elderly or black poor.[12] The 13.0 million poor white women in America constitute the single largest group of the poor.[13]

The tremendous growth in poverty among white males cannot denigrate the disproportionate suffering of other groups. Women clearly are the largest poor group, and research shows that when the economy turns bad black men are hurt the most.[14] Rather, the predicament of white men reflects fundamental changes in the national economy. During years of unequal opportunity for other groups, white men have been the majority labor force in key industries. Thus, the trends that now confront this group may be a bellweather for other groups in the labor force.

White males constitute a growing proportion of the poor, and impoverished Americans as a group are falling further below the poverty line. The "poverty gap" is the total dollar amount by which the incomes of all poor fall below the poverty line. Many analysts consider the Census Bureau data on the "poverty gap" to be one of the better measures of poverty since it reflects distinctions in the degree of impoverishment.

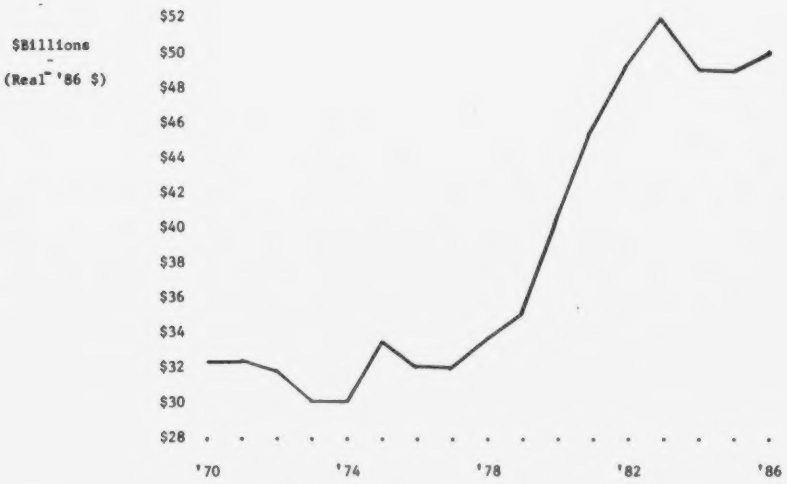
It is disconcerting to note that although the number and percentage of people living in poverty declined slightly in 1986, the "poverty gap" actually increased.

The table on the following page depicts the "poverty gap" from 1970 to 1986. For this latter year the "poverty gap" is $49.2 billion,[15] an increase of more than 50% over 1977. This means that the slight overall decline in poverty in 1986 was more than outweighed by the extent to which those who are poor grew even poorer.

"Poverty Gap"

Aggregate Amount by Which Poverty Incomes
of Poor Households are Below Poverty Line

(1970-1986)



Source: Center on Budget and Policy Priorities,
Washington, D.C., August 17, 1987

A popular explanation for the rise in poverty in the nation, as well as for the deepening impoverishment of those who are poor, is the change in American family structure. While research shows this change to be a factor, it is not the principal cause of the surge in poverty. Since 1978, the period in which poverty increased, poverty became slightly less "feminized" rather than more so.[16] By contrast, some 47% of the increase in the poverty population since 1978 occurred in families headed by non-elderly couples or males.[17]

The high level of poverty in the nation appears to be explained not by family composition or demographic changes, but by economic factors and public policies.[18]

2) Inflation Up 32%; Minimum Wage Remains Same

The merits of the minimum wage, though debated by economists, has constituted acceptable public policy for several decades. By its standard, the incomes of millions of Americans have fallen far behind inflation because of failure to increase the federal minimum wage.

The minimum wage is the lowest wage the federal government will permit an employer to pay an hourly employee. The current rate is $3.35, last increased under President Carter.

Since the last minimum wage increase, consumer prices have risen 32%.[19] This means that a minimum-wage worker's purchasing power has been cut substantially.

In 1986, a total of 6.7 million hourly and salaried workers earned the minimum wage of less. Some 69% of these workers were adults, and 83% of them white.[20] Their gross annual earnings, based on a forty hour work-week came to $6968.

3) Unemployment Remains Close to 1980 Level

Depending on monthly fluctuations unemployment for the nation hovers around 6%. In the context of the peak unemployment of 10.7% in 1983, this is a welcome improvement.

In the context of the nation's acceptable unemployment rate, however, the rate of 6% remains relatively high.

While the rate is at or slightly better than unemployment at the beginning of the decade, the composition of the unemployed has shifted in ways that increase poverty and, therefore, hunger.

The group of the unemployed that has the highest rate of poverty is the long-term unemployed, those still looking for work after six months or more of unemployeemnt. Their number is 45% higher as of 1986 than it was in 1980. Moreover, the average duration of unemployment in 1986 was fifteen weeks, up substantially over 1980.[21] The figures for long-term unemployment and the duration of it are unusually high for this stage of an economic recovery.[22]

Further, Labor Department data reveal that the number of people currently looking for full-time work but able to find only part-time jobs has grown sharply.[23] While they are counted as employed, many are at or near poverty level income.

4) Shift to Low-Paying Jobs in U.S. Economy

Accompanying these unemployment trends is a strong downward pressure on wages in the economy. Even in 1987, after several years of economic growth, real wages are lower than in any year throughout the 1970s.[24]

According to the chief economist of the Joint Economic Committee of Congress, there has been "a total slippage of real wages" in the work force.[25] Despite current focus on welfare recipients, the fastest growing segment of the poverty population during the past decade has been the working poor. The number of working-age people (ages 22-64), who work but remain in poverty increased by 50% from 1978 to 1986.[26] Their number now exceeds 6.8 million people.

Of the 13 million jobs created during the years of the present Administration, most have been in the low-wage stratum.[27] Moreover, there were 10.8 million adult workers between 1981 and 1985 who lost thier jobs through plant closings and management restructuring.[28] Nearly half the lost jobs had been filled by workers employed for more than three years.[29]

Of the 5.1 million long-term workers who lost their jobs, two-thirds found new jobs by the beginning of 1986. But is is noteworthy that nearly half of them (44%) earned less than they did in their previous job. Many took wage cuts as much as 20%, laegely in new service sector jobs.[30]

One-third of the new service sector jobs were in retail trade, where the average wage is $4.39 hourly.[31] This wage is not greatly unlike that of workers in other sectors of the economy.

By most measures wages by 1986 were lower than throughout the 1970s, in constant or adjusted dollars. The median weekly earnings of full-time workers in 1979, for example, was $369. By 1986, that amount had fallen to $358.[32]

The downward trend in wages began somewhere around 1979. Between 1973- 1979, more than 36% of job openings filled by white males were in the higher income strata (over $28,000 annually). Between 1979- 1984, the number of high-paying jobs declined by 52.7%.[33] At the same time, there began a marked increase in low-pay jobs.

According to the Joint Economic Committee of Congress, 8 million of the jobs created between 1979- 1984 paid less than $7,000 a year.[34] At the same time, the number of jobs paying more than $14,000 annually declined by 1.8 million.[35] In the Northeast, more than 90% of all new jobs created during these years were low-wage.[36]

The severity of the nationwide decline in wage income can be seen in the fact that half of all jobs created since 1980 fail to keep American families out of poverty. In fact, during the years 1979- 1983, poverty increased by 9.2 million people. More than half of that increase took place among white male-headed households, a bellweather sector of the nation's economy.[37]

The downward trend in wages hit white male-headed households severely, a troubling trend for other labor sectors traditionally lagging behind this one in wages and opportunities.

The rather dramatic shift to low-pay jobs in the national economy, in conjunction with the other factors discussed, served to render larger segments of the nation vulnerable to growing economic disparities associated with hunger.

5) Relative Income Losses for All but Wealthy

The nation's gross national product (GNP) rose 12% in real dollars during the first half of this decade.[38] Yet this increase was not enjoyed by all segments of the population.

As GNP increased, America experienced a substantial increase in income inequality. The poorest 40% of wage-earners fell further behind the wealthy, and even a substantial segment of middle-income households experienced a relative income loss.

In 1986, the median family income for the poorest 40% of the population fell to a level lower than any year throughout the 1970s.[39] That figure was $13,886 in 1986, lower than the $14- 15,000 levels for each year during the past decade. At the same time the typical family in the top income brackets had more income in 1986 than during any year in the 1970s or 1980s.[40]

Between 1980 and 1985, the income gap between the wealthy and all other groups in the economy widened considerably. This trend was due, in part, to increasing tax burdens on the poor even as taxes were falling for the higher income groups.[41]

The gap in after-tax income between the richest 20% of the population and the rest of the nation hit its widest point in 1985.[42] At this time, the wealthiest group received 42.3% of all after-tax family income in the country. The lowest and middle fifths of the economy were losing in their percentage of national income.[43]

In short, the share of national after-tax household income has dropped for every income category since 1980, except the richest 20%.[44]

When we examine families with children, a population group known to be relying on emergency feeding programs more frequently in recent years, the downward spiral is of even longer duration. Between 1973 and 1984 the poorest fifth of families with children experienced a 25.7% drop in their share of national income (per capita, adjusted for family size).[45] The next-to-poorest fifth lost 12% during the same period, and the middle income fifth of the nation lost as well.[46] The next to richest fifth gained only slightly, but the richest fifth increased its share of income by 9.7%.[47]

In aggregate this amounts to a substantial shift in income from poorer to richer in the country. If the shares of national income in 1985 had remained the same as in 1980, the income of the wealthiest would have been reduced by over $34 billion in 1985. That money would have gone to other income groups.[48]

Among the poorest of the poor-- households earning less than $8,925 annually, there was a loss of $6 billion that was shifted to the wealthy.[49]

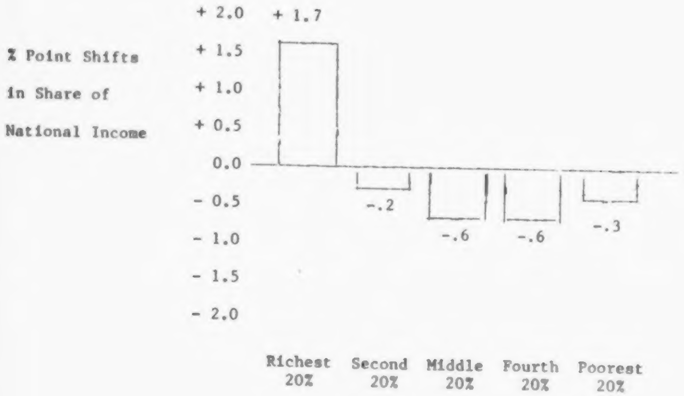
The table on the following page reveals how even a few percentage point shifts in the distribution of income among the population can have a dramatic impact. The percentage shifts depicted in this table amount to $34.1 billion that was redistributed from poor and middle income households to the rich.

The latest Census Bureau data reveal that this distribution pattern worsened further in 1986.[50] Families who were already poor fell more deeply into poverty.

U.S. Household After-Tax Income Distribution

by Income Fifths

1980-1985
(1985 dollars)

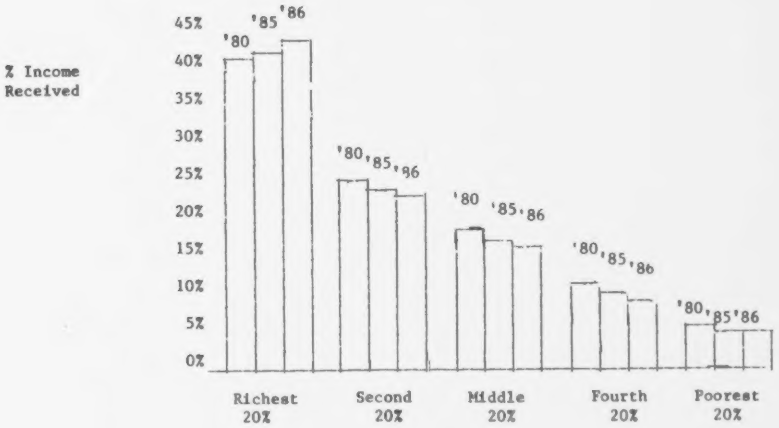


Source: U.S. Department of Commerce, Bureau of the Census, "Household After-Tax Income, 1985"

The average poor family in 1986 had an income $4,394 below the federal poverty level. This was the worst of any year since 1963, with the exception of the high-recession years of 1982 and 1983. This widening income gap occurred despite a record 41.5% of all poor people (age 15 and up) working in 1986, equal to the highest percentage since 1968.[51]

That record numbers of poor people were working but receiving a smaller proportion of the national income reflects the profound shift in income distribution in the nation. The table below depicts this shift.

Distribution of After-Tax Family
Income by Income Fifths



Source: U.S. Department of Commerce, Bureau of the Census, "Household After-Tax Income," annual reports, 1980, 1985, 1986

6) Income Inequality Worsens in 1986;
Greatest in 40 Years

In 1986, the income gap between rich and poor families grew worse, reaching its widest point in four decades. This comparison dates back to 1947, when the Census Bureau began collecting such data.[52]

The richest of families received 43.7% of the national pre-tax family income in 1986, the largest percentage ever recorded. The poorest two-fifths of the population (40% of families) received an all-time low of 15.4% of family income. The middle fifth of the population also recorded a record low share of 16.8%.[53]

The 1986 increase in income inequality hit particular groups hardest. Blacks lost relative to whites, especially in the lowest income categories. Some 14% of black families had incomes below $5,000 in 1986, the highest percentage of black families with incomes this low since 1970.[54] Median black income dropped to 57% of white income.[55]

Hispanics, while showing a slight decline in poverty from the previous year, have improved less since the recession of the early 1980s than have blacks and whites.[56]

The income gap by 1986 grew to $40 billion. This means that the richest fifth of all families had approximately $40 billion more in 1986 than it would have had if its share of national income had remained the same as in 1980.[57]

This further growth of income inequality in 1986 served to widen the nation's "poverty gap." The increase in this gap took place even as a higher percentage of poor Americans were working than in any year since 1968.

7) Government Programs Lift Fewer From Poverty

The foregoing changes in the economy have served to place a financial squeeze on a large segment of the population, a squeeze often manifest in food purchasing and affordable housing.

In the area of housing, for example, federal programs set 30% of income as the amount a family should generally spend on rent or mortgage payments. Of families earning under $7,000 last year, 78% of them spent over this proportion of their income on housing. Families earning between $7,000- 10,000 spent 59% of their incomes on housing.[58]

As this shift was occurring during the past decade or more, the nation also experienced a sizeable reduction in low-rent housing units, (under $250 monthly). In 1974, there was an abundance of 11 million such units , with some 9 million Americans in need of housing at that monthly rate. By 1983, 12 million citizens needed such units, but the number available had fallen to about 9 million.[59]

The reduction of affordable low-income housing units and the consequent increase in the proportion of income poor Americans have had to pay for housing, has placed a financial strain on millions. This strain frequently is manifest in food purchasing as households have inadequate nutrition due to limited financial resources. Many have become more greatly in need of federal assistance during these hard times. Unfortunately such assistance has been decreasing in effectiveness.

Government programs designed to assist the poor are having less impact today than they did in 1979, the first year for which Census data on their anti-poverty impact is available.

Federal benefit programs are lifting a smaller proportion of families with children out of poverty, according to the latest data, than they did in 1979.[60] Since that year the number of poor families with children has grown sharply, from 4.1 to 5.5 million, an increase of 35%. One-third of this increase in the number of the poor would have been prevented if government programs were as effective at pushing incomes above poverty in 1986 as they were in 1979.[61]

In 1979, almost one of every five families with children who had incomes below poverty was lifted above poverty by federal cash benefits programs. By 1986, that proportion had dropped to one of every nine families.[62]

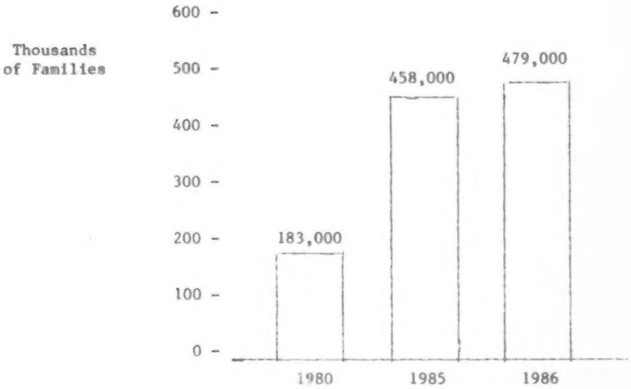
This comparison includes only cash assistance programs. If non-cash programs (food stamps, Medicare, Medicaid, and subsidized housing) are included as income when poverty is measured, the decline in the effectiveness of government programs is even greater.[63]

In 1979, food stamps, school meals, and housing benefits lifted from poverty some 20.6% of families with children who were poor after all cash income alone was counted. In 1986, by contrast, 12.9% of such families were lifted from poverty by these programs.[64]

The lessened effectiveness of federal programs results in significant part from high inflation during the early part of the decade, and large reductions in food and other federal programs for the poor during 1981 and 1982 federal budget cuts.

If these federal programs had the same anti-poverty impact in 1986 as they did in 1979, nearly half a million fewer families with children would have fallen below poverty this past year.[65]

Number of Poor Families Who Would Not Be
Poor if Cash Programs Were As Effective As In 1979



Source: Center on Budget and Policy Priorities,
Washington, D.C.; U.S. Census Bureau
data and technical papers, 1986

* *

The factors described in this chapter have converged to produce an unacceptably high level of destitution in the midst of national economic growth. Entire sectors of the economy have been altered so greatly that it is possible to experience sustained economic growth even while much of the population falls further and further behind those who are gaining the most. This is particularly true for a major segment of blue collar Americans whose productivity has been the very bedrock of national prosperity.

Traditionally there has been a strong association between unemployment and poverty, but the downgrading of wages in the economy seems to have altered this relationship. Poverty rates have not followed unemployment rates back down to their pre-recession levels. Even as unemployment has dropped, so many more Americans are working at poverty level wages that higher rates of employment have not led to substantially reduced poverty.

The unemployment rate of 7.1% in 1986 was virtually the same as the 7.0% rate for 1977, toward the end of the previous major recession.[66] Yet some 7.6 million more Americans live in poverty now than in 1977, a figure far ahead of simple proportionate growth in the population.[67]

The table on the next page provides data on poverty rates for various sectors of the economy for these comparative years. It is notable that while black poverty for 1977 and 1986 remained virtually the same under the same rates of unemployment, the overall poverty rate was two full percentage points higher in 1986. While some of this is due to higher Hispanic poverty, most of the elevation in 1986 poverty is due to higher poverty among whites (up 2.1 percentage points over 1977).

Unemployment and Poverty Rates

1977 vs. 1986

	1977	1986
Unemployment rate	7.1%	7.0%
Poverty rate	11.6%	13.6%
White	8.9%	11.0%
Black	31.3%	31.1%
Hispanic	22.4%	27.3%
Number of persons in poverty	24,720,000	32,370,000
Number of children in poverty	10,288,000	12,876,000

Source: U.S. Bureau of the Census data;
Center on Budget and Policy Priorities,
Washington, D.C., 1987

As the unemployment rate declined in recent years, the rate of poverty has not followed that rate of decline to the extent that it did in previous years. This has occurred even as a higher proportion of poor adults (age 15 and up) are employed today-- some 41.5%-- than at any time in the past twenty years.[68] Some 2.3 million more poor are working today than a decade ago.[69]

This higher proportion of working people remaining in poverty does not reflect more youthful employees entering the labor market, but heads of household whose weak earning power affects other family members.

It is to be noted that while millions of households have annual incomes below the poverty level, millions more Americans live on the margin of poverty. While some 13.6% of the population lives in poverty throughout the year, about 25% of Americans live in poverty sometime during the year.[70]

Such a high proportion of the nation living near or below the poverty level during the fifth year of economic growth reflects an unbalanced recovery and the weakening of federal programs to assist the poor. So skewed is the distribution of income in the nation today that the rich-poor income gap is at an all-time high (since 1947 when such comparisons bagan). The diminishing effectiveness of federal programs, along with historically high unemployment and sharp wage reductions in the country, are associated with the paradox of hunger at a time of economic growth.

4. Is Hunger Here to Stay?

Research: 1982 - 1987

In 1986, the governor of Oregon joined with the state university to conduct an assessment of the increasing need for emergency food which manifest itself despite a decline in state unemployment. To their astonishment they discovered that hunger is far more widespread than they had anticipated. In a one-year period, more than 15% of all state residents had been forced to request food for their families.[1]

In Dallas, Texas, an academic study commissioned by church groups found that despite increased prosperity for some, emergency food requests have increased. More than 80% of them have come from families with at least one wage-earner.[2]

These studies are but two in a growing body of evidence which suggests that hunger in America is widespread and seemingly intractable. This latter quality is reflected in its existence despite national economic growth. It is one thing for 15% of a state population to be hungry; it is another for this to happen during economic "recovery."

Alongside the rosy picture painted by some stands the evidence that domestic hunger has not gone away. It has hardly even been affected by recent economic growth. So overwhelming is the evidence that this is the case that no reasonable person can examine the facts without some alarm. Hunger in the nation is an epidemic, and it is not going away on its own.

In our 1985 book, HUNGER IN AMERICA: THE GROWING EPIDEMIC (Wesleyan University Press), we described fifteen national and regional studies of hunger that were completed in a two-year period. Beginning in late 1982, and extending through 1984, these studies were carried out by a variety of government agencies, universities, and policy and religious organizations.

The remarkable thing about this body of evidence was its consistency. Literally every one concluded that hunger is a widespread and growing problem in the nation.

Now, two years later, we are faced with the evidence of still other studies, a body of data which outweighs that previously mentioned. Between 1985 and 1987, seventeen studies documented the persistence, and even the increase, of domestic hunger. Combined with those completed earlier, we now have 32 studies which are compelling in their sponsorship diversity and their outcome similarity. Seldom have so many sources so repeatedly documented a problem facing the nation.

On the following pages we enumerate the sources, titles, and dates of these 32 studies of domestic hunger.

Following this enumeration, we present 43 additional studies on the same subject, work that applies to the state and local levels. It is to be noted that this list is not exhaustive. It represents work available to us at the time of publication of this document.

In most instances copies of the studies may be obtained through the sponsoring government agency or organization in the state and city mentioned.

National/Regional Domestic Hunger Studies

(1982-1987)

Study/Survey	Date
1. United States Conference of Mayors	10/82
2. United Church of Christ	1/83
3. U.S. Department of Agriculture, "Case Studies of Emergency Food Programs"	5/83
4. Center on Budget and Policy Priorities, "Soup Lines and Food Baskets"	5/83
5. United States Conference of Mayors, "Hunger in American Cities"	6/83
6. Salvation Army of America, report	6/83
7. General Accounting Office, "Public and Private Efforts to Feed America's Poor"	6/83
8. National Council of Churches, Domestic Work Group on Hunger and Poverty	8/83
9. Bread for the World, "Hunger Watch"	9/83
10. United States Conference of Mayors, "Responses to Urban Hunger"	10/83
11. Food Research and Action Center, "Still Hungry"	11/83
12. Harvard School of Public Health, "American Hunger Crisis"	2/84
13. Save the Children/American Can Company, "Hard Choices"	9/84
14. United States Conference of Mayors, "The Urban Poor and Economic Recovery"	9/84
15. Food Research and Action Center, "Bitter Harvest"	11/84

16.	Harvard School of Public Health, "Hunger in America: The Growing Epidemic"	2/85
17.	Southern Regional Council, "Public Assistance and Poverty"	3/85
18.	United States Conference of Mayors, "The Status of Hunger in American Cities"	4/85
19.	Bread for the World, "Unfed America '85"	10/85
20.	Food Research and Action Center, "Bitter Harvest, II"	12/85
21.	United States Conference of Mayors, "Growth of Hunger, Homelessness and Poverty in Cities"	1/86
22.	Public Voice, "Rising Poverty and Declining Health: Nutritional Status of the Rural Poor"	2/86
23.	Harvard School of Public Health, "Increasing Hunger, Declining Help in the Food Stamp Program"	5/86
24.	General Accounting Office, "Food Stamp Program: Restoration of Improperly Denied Benefits"	10/86
25.	House Select Committee on Hunger	12/86
26.	United States Conference of Mayors, "Continued Growth of Hunger, Homelessness and Poverty"	12/86
27.	Salvation Army of America, food data update	1/87
28.	House Select Committee on Hunger, "Hunger Among the Homeless: Survey of Shelters and Food Stamps"	3/87
29.	Food Research and Action Center, "Miles to Go: Barriers to Federal Food Programs"	6/87
30.	National Student Campaign Against Hunger, "Portrait of America's Hungry"	7/87
31.	Public Voice, "Profiles of Rural Poverty, Barriers to the Food Stamp Program"	7/87
32.	Harvard School of Public Health, "Hunger Reaches Blue Collar America: An Unbalanced Recovery in a Service Economy"	10/87

State/Local Domestic Hunger Studies

(1981-1987)

Study/Survey	Date
1. FLORIDA- Florida Impact, "Hunger in the Community"	9/81
2. OKLAHOMA- Oklahoma Council of Churches, "Hunger and Malnutrition in Oklahoma"	12/82
3. NEW JERSEY- Rutgers University School of Social Work	1982
4. MICHIGAN- Michigan Nutrition Commission, "Impact of Unemployment on Health"	1/83
5. CALIFORNIA- Interfaith Hunger Coalition of Southern California	4/83
6. NEW YORK- New York State Hunger Watch	10/83
7. COLORADO- Boulder Community Action, "Food Needs in Boulder County"	12/83
8. ARIZONA- Arizona Hunger Action Center, "Tucson Hunger Survey"	12/83
9. TEXAS- Senate Interim Committee on Hunger	1984
10. DELAWARE- Delaware Food Conservers, "Delaware Hunger Watch"	3/84
11. RHODE ISLAND- Community Food Bank, "Hunger in Rhode Island"	5/84
12. ILLINOIS- Legislative Advisory Committee on Public Aid	5/84
13. KENTUCKY- Kentucky Hunger Task Force	7/84
14. LOUISIANA- Nutrition Task Force, "Hunger in New Orleans"	8/84
15. OHIO- Ohio Hunger Task Force	9/84
16. MARYLAND- Governor's Task Force on Food and Nutrition	11/84

17. VIRGINIA- Virginia Forum on Hunger 11/84

18. WISCONSIN- Wisconsin Nutrition Project 12/84

19. CALIFORNIA- N. California Anti-Hunger Coalition
"Emergency Food Assistance in Three Counties" 12/85

20. MASSACHUSETTS- Project Bread Hunger Hotline 1/85

21. OKLAHOMA- Oklahoma IMPACT, "Poverty and
Health in Oklahoma: A Closer Look" 1/85

22. FLORIDA- Dade County Community Action,
"Hunger in Dade County, Florida" 2/85

23. NEW YORK- Department of Public Health,
"Emergency Food Relief in New York" 4/85

24. ARKANSAS- Arkansas Hunger Project,
"Food Stamp Program Participation" 5/85

25. TEXAS- Dallas Alliance, "The Bitter Harvest" 11/85

26. MINNESOTA- Food Education and Resource Center
"Homegrown Hunger" 12/85

27. CALIFORNIA-Mayor's Task Force, San Francisco
"Feeding the Hungry in the City of St. Francis" 1986

28. NEW JERSEY- New Jersey Commission on Hunger,
"Hunger Report and Recommendations" 1986

29. MISSOURI- Missouri Association for Social
Welfare, "Hunger in Missouri" 3/86

30. UTAH- University of Utah School of Social
Work, "We are the World Too" 4/86

31. FLORIDA- Florida Task Force on Hunger, "Hunger
in Florida: Report to the Legislature" 4/86

32. NEW YORK- E. Harlem Interfaith Welfare
Committee, "Tyranny of Indifference" 5/86

33. PENNSYLVANIA- United Way of AlleghenyCounty
"Hunger in Allegheny County" 5/86

34. UTAH- Utahans Against Hunger, "Study of
Low-Income Households" 5/86

35. VERMONT- Governor's Task Force on Hunger,
"Hunger in Vermont" 6/86

36. OHIO- Ohio Hunger Task Force, "Hunger Clients in Greater Cleveland"	6/86
37. FLORIDA- Alachua County Interagency Council, "Hunger in Alachua County"	8/86
38. OREGON- Oregon Food Share, "Profiles of the Hungry"	9/86
39. MARYLAND- Montgomery County, report to U.S. House Select Committee on Hunger	11/86
40. MASSACHUSETTS- Project Bread/Food Banks, "Left Out of the Commonwealth"	12/86
41. NEW YORK- Dutchess County Community Action, "Unfinished Business"	3/87
42. NEW YORK- E. Harlem Interfaith Welfare Committee, "Tyranny of Indifference, II"	7/87
43. CONNECTICUT- Connecticut Association for Human Services, "Childhood Hunger Project"	9/87

* * *

Frequently national leaders face the need to make important policy decisions with an inadequate data base. On other occasions crises arise which demand some response even though a cure is not available. Neither of these circumstances is true in the case of domestic hunger.

The evidence of seventy-five studies over four years yields a good understanding of the seriousness of hunger and its causes. With the federal nutrition programs which proved successful in the 1960s and 1970s, we have available a cure for hunger.

What America has yet to develop is the political will to eradicate hunger.

5. Recommendations

What is America to do about domestic hunger?

We are a country that prides itself on fixing problems once we understand their causes and remedies. Domestic hunger falls into this category.

Hunger stems from increased poverty and economic disparities in the nation, and the failure of an appropriate governmental response to them. This knowledge gave us the ability to substantially reduce hunger in our land in the 1970s, joining all other western democracies which now guarantee that lack of food is a problem of the past.

But we have let hunger return and spread for the better part of this decade. We risk the possibility that hunger is here to stay, a problem institutionalized through public neglect.

We also have the opportunity to end hunger in America.

Solutions advanced by many political leaders have been myopic. They have suggested that private charity is the way a nation should provide for its hungry. Or they have suggested economic growth as a panacea. Each has failed as a remedy.

Soup kitchens and food pantries, despite their commendable efforts, face an ever-growing tide of hungry people. Over several years they have doubled and tripled their supplies. The increase in distribution among Texas food banks, for example, rose from 8 million pounds of food each year to 50 million pounds.[1] The national Second Harvest food bank network food poundage distribution grew by more than 1000% in five years, but many member agencies still run short.[2]

In addition to limits of quantity, food banks depend on industry left-overs, many of which are nutritionally inadequate.[3]

It is private charities themselves which are keenly aware of the limits of their role. Despite what they collect, there is a real limit to their effectiveness. And despite nearly a decade of growth there are not enough emergency feeding programs to feed those in need.

Private charity is not a solution to domestic hunger, and hand-outs do not represent good nutrition policy for a modern nation.

Economic growth has been touted as a solution to hunger, but after five years of growth hunger remains at high levels. Unbalanced growth, in which major sectors of the population fall further behind, produces unbalanced results. Hunger remains as millions of citizens fall further behind.

The inequitable and unbalanced growth of the past five years has proven a failure in addressing domestic hunger.

Hunger can be ended only through a combination of adequate-paying jobs and federal nutrition and support programs. This is the reality and this is the challenge before the nation. Accordingly, we recommend the following actions by the Congress of the United States.

Strengthen Successful Federal Nutrition Programs

1. FOOD STAMP PROGRAM

Congressional action is urgently needed to curb USDA administrative abuses of this most basic food program. GAO and other analysts have identified patterns of administrative abuses which circumvent the intent of Congress to feed the hungry, by keeping eligible people off the roles.[4] Only Congress can insure an end to these harmful practices.

- Treatment of Income and Deductions

    * Clients seeking gainful employment should be rewarded rather than penalized, by being able to keep more of their earned income while trying to get back on their feet financially. Only 20% of earned income is excluded for the purposes of food stamp benefit calculations; this figure should be raised substantially to encourage families rather than penalizing them for working.

    * Discontinue the policy of attributing total household income to all members, such as unrelated individuals, where the income is not shared by all. Existing policy is illogical and hurts families who temporarily have to "double up" due to economic circumstances.

    * Raise the monthly food stamp minimum benefit from $10 (an amount now received by many older Americans) to $40 to make assistance more beneficial.

- Treatment of Client Assets

    * Raise liquid assets limits for income-eligible households to $9,000, and the exemption for an automobile to $6,500. The goal should be to promote independence for American families, and it is counterproductive to require that they sell or use up most assets (cars, household items) as a condition of help when they are in economic distress.

    * Reassess assets limits for elderly households in particular. Possessions acquired over a lifetime should not be a reason for fixed-income, needy elderly not to receive food stamps.

* Eliminate the policy which holds that a joint bank account used by only one person is actually available to two. IRS presently recognizes (through self-declaration) that adult children may have their names on the accounts of elderly parents, but not actually use the accounts. Adult children otherwise eligible for food stamps should not have this treated as their money when applying. Food stamp policy should correspond with IRS policy on this matter.

* Take special steps to remove assets barriers which now prevent needy American farm families from getting food stamp help. Farmers should not have to sell their machinery, equipment and related items while in temporary need, as this makes it less likely that they will again be economically independent.

- Removal of Other Federal Barriers to Participation

* Immediately terminate all federal monthly reporting requirements, and require states to discontinue vestiges of this system. MRRB has proven not to reduce program costs and administrative errors, but continues to terminate from the program millions of needy and eligible citizens. Return to more efficient conventional forms of program administration.

* Provide for greater physical access to food stamp offices. Require evening and week-end hours to better serve the working poor. Establish standards to insure that applicants are not prevented from receiving assistance because of the great physical distances from some food stamp offices.

* Require and enforce by-mail application options in all states, and by-mail benefit options for clients in rural areas and elsewhere where security is not a serious problem.

* Discontinue the present federal "error rate" sanction system, and return to a more collegial rather than adversarial federal-state relationship. Efforts should continue to make the food stamp program as efficient as feasible, but this should not be at the expense of serving needy clients. Moreover, the food stamp program should not be singled out for a greater standard of accuracy (95%) than most other federal programs (such as Defense Department procurements and weapons systems).

- Enforce federal policy making homeless eligibles able to get food stamps. Lack of an address and formal identification still result in many needy individuals not being served.

- Eligibility Determination: Self-Declarations

  - Phase in a self-declaration eligibility process, similar to the completion of federal tax returns. Program and fiscal integrity can be maintained through an audit process similar to that used by IRS, while reducing the intrusive and onerous application process characterized by the present system.

  - Require the use of uniform application procedures and forms by the states, in order to promote consistency and clarity. Food stamps is a national program and it ought to be run like one.

- Credit Cards or Cash: Eliminate the Stigma

  - Discontinue the use of coupons in the food stamp program, thereby eliminating issuance offices and the authorization and monitoring of grocery stores, along the lines described by GAO (April 17, 1985). Discontinuing use of coupons may do more to eliminate stigma than any other single factor.

  - Implement a national credit card system in areas with adequate electronic grocery processing. State credit card demonstration programs (where all customers can use credit cards) show they can work efficiently while eliminating the stigma associated with stamps.

  - Explore a total cash-out of the program. On a demonstration basis permit all elderly recipients and recipients in areas without sufficient electronic means to operate a credit card system to receive cash instead of coupons.

2. WIC PROGRAM (Women, Infants and Children supplemental feeding)

A strong body of evidence produced by university studies and government agencies demonstrates the unusual effectiveness of the WIC program in both health and economic terms.[5] Poor pregnant women who receive WIC supplements give birth to healthier babies, and their good health saves three dollars in national medical costs for every dollar invested in the program. Every year since 1982, the Administration has tried to cut the WIC program; nevertheless strong Congressional support has protected it, with even some expansion. It is time now to let this program's successes reach its target population.

* Steadily expand WIC funding to reach 100% of WIC-eligible mothers and infants. Currently only 3.3 million of the 7.5 million at-risk eligibles in the fifty states and D.C. are served.

3. SCHOOL MEALS (breakfast and lunch)

School administrators, teachers and counselors have long reported a noticeable improvement when poor children receive free and reduced-cost school meals. Yet, the Administration and Congress significantly weakened these programs in recent years, forcing several thousand schools to discontinue the programs, and thousands of others to cut back services. One million children lost eligibility altogether, and many more had to pay additional costs.

* The school breakfast program should be expanded to operate in all schools where the lunch program operates.

* Congress should increase the reimbursement for the program to enable more at-risk children to participate in the lunch and breakfast programs.

4. ELDERLY FEEDING PROGRAMS

* The benefits of meals-on-wheels and congregate feeding programs must be expanded so as to serve all needy elderly to protect their nutritional needs.

Enable American Families to Purchase Adequate Diets

1. MINIMUM WAGE LEVEL

The U.S. minimum wage of $3.35 per hour has not changed since January, 1981, while inflation has increased by 32%. Consequently millions of workers try to support their families working full-time or even more, only to take home below-poverty wages.

* The federal minimum wage should be increased by Congress, and tied to the cost-of-living index so that families with full-time working heads-of-household are kept out of poverty.

2. UNEMPLOYMENT BENEFITS

Because of changes in the U.S. economy, millions of workers become displaced in shifts from manufacturing to service markets. Many heads of household run out of federal unemployment benefits before finding new jobs, and need to be protected to insure adequate income for their families during this transition. In 1986, unemployment benefits fell to an all-time low, with only 33% of the unemployed receiving assistance.

* Congress should take steps to assist long-term unemployed workers and their families to protect their economic and nutritional well-being during economic transitions.

3. AFDC (Aid to Families with Dependent Children)

Federal legislation should be enacted to require all states to join the federal government to insure that no children live below the federal poverty level while temporarily in need of public assistance.

Federal legislation should be enacted to require all states to provide AFDC to families if the unemployed father is in the home. Nearly half the states fail to exercise this coverage option, thereby penalizing families for staying together and forcing them to break apart to become eligible for help during times of economic crisis. Increased AFDC coverage is an important way to protect the nutritional well-being of poor children and their families.

Footnotes to Chapters

Executive Summary

1. Lester C. Thurow, "Trickle Skips Labor," The Boston Globe, January 13, 1987, p. 28.

Chapter 1

1. A Louis Harris poll in January, 1983, revealed that between 65-70% of Americans, depending on the particular question, said they know of people who are hungry in this nation, and that hunger is a serious problem. Also, in response to public concern about hunger, President Ronald Reagan created the President's Task Force on Food Assistance in 1983, to report on the extent and causes of domestic hunger. Moreover, between 1982 and 1987 some seventy-five national, state and local studies have been done concerning hunger in the nation (see Chapter 4).

Chapter 2

1. U.S. Census Bureau data shows that in 1980, 29.3 million people lived in poverty. In 1986, the number was 32.4 million.
2. Federal poverty standard, 1987.
3. U.S. Census Bureau data.
4. Teams of Task Force doctors and staff spent a total of some 81 person-days in Texas, Louisiana, Ohio, West Virginia, Pennsylvania, Minnesota, Iowa and California, during the spring of 1987. These trips augmented field investigations in a total of twenty-five states since 1984.
5. Barbara McCormitt, Texas League of Women Voters, March 23, 1987.
6. Interview, Star of Hope Mission, Houston, Texas, March 23, 1987.
7. Interview, Houston Metropolitan Ministries, Houston, Texas, March 23, 1987.
8. Suzanne Hinds, Gulf Coast United Way, Houston, Texas, March 23, 1987.
9. Manuel Zamorro, AFL-CIO, Houston, Texas, March 23, 1987.
10. Interview with United Church of Christ minister, Houston, Texas, March 23, 1987.

11. Barbara McCormitt, ibid.

12. Ibid, data from Texas Department of Human Services, 1987.

13. Suzanne Hinds, ibid.

14. Pamela Duff, director, Houston Anti-Hunger Coalition, Houston, Texas, March 23, 1987.

15. Hon. Hugh Parmer, Texas State Senate, Pasadena, Texas, March 23, 1987.

16. Dr. Sandra Robinson, commissioner, Louisiana Department of Health and Human Resources, New Orleans, Louisiana, March 24, 1987.

17. "Federal Budget Cut Causes 22,000 Louisianans to Lose Unemployment Benefits",Center on Budget and Policy Priorities, Washington, 1987.

18. Dr. Sandra Robinson, ibid.

19. Group discussion with staff, Louisiana Department of Health and Human Resources, New Orleans, Louisiana, March 24, 1987.

20. Robert Carter, public meeting, New Orleans, Louisiana, March 24, 1987.

21. Hon. Sidney Barthelemy, Mayor of New Orleans, March 24, 1987.

22. Ibid.

23. Peggy Stuart, Second Harvesters Food Bank, New Orleans, Louisiana, March 24, 1987.

24. Robert Suskind, M.D., Department of Pediatrics, Louisiana State University Medical School, New Orleans, Louisiana, March 24, 1987.

25. Public meeting, United Auto Workers Hall, Waterloo, Iowa, April 10, 1987.

26. Ibid.

27. Interview with psychiatrist William Beardslee, M.D., member of Physician Task Force on Hunger in America, Greenfield, Iowa, April 10, 1987.

28. Public meeting, United Auto Workers, ibid.

29. Ibid.

30. Ibid.

31. Ibid.

32. Tunji Popoola, clinical nutritionist, People's Clinic, Waterloo, Iowa, April 10, 1987.

33. Public meeting, United Auto Workers, ibid.

34. Interview, Greenfield, Iowa, April 10, 1987.

35. Ibid.

36. U.S. Census Bureau data.

37. Sandra Gardebring, commissioner, Minnesota Department of Human Services, public meeting at State Capitol Building, Minneapolis, Minnesota, April 9, 1987.

38. Dr. Carolyn McKay, Minnesota Department of Health, public meeting at State Capitol Building, Minneapolis, Minnesota, April 9, 1987.

39. Dr. Edward Ellinger, Minneapolis Department of Health, public meeting at State Capitol Building, Minneapolis, Minnesota, April 9, 1987.

40. Dick Goeble, director, Emergency Food Service, Minneapolis, Minnesota, April 9, 1987.

41. Ibid.

42. Mayor Robert Schaligle, Marshall, Minnesota, April 9, 1987.

43. Loretta Penslee, TEFAP director, public meeting at Countryside Council, Marshall, Minnesota, April 9, 1987.

44. Helen Westen, public meeting, meeting at Countryside Council, Marshall, Minnesota, April 9, 1987.

45. Frank Morris, Minnesota Department of Welfare, meeting at Countryside Council, Marshall, Minnesota, April 9, 1987.

46. Peggy DeVos, Pork Pantry, Marshall, Minnesota, April 9, 1987.

47. Intreview with farm families, Lincoln County, Iowa, April 9, 1987.

48. Ibid.

49. Gordon McLeod, M.D., former Secretary of Health of Pennsylvania, Pittsburgh, Pennsylvania, May 1, 1987

50. Robert Erickson, Just Harvest Education Fund, Pittsburgh, Pennsylvania, April 30, 1987.

51. Hunger Services Network Bulletin, "Hunger in Allegheny County," Pittsburgh, Pennsylvania, May, 1987.

52. Pittsburgh Press, January 30, 1986, p. S1.

53. Hon. Allen Kukovich, Pennsylvania State Representative, April 30, 1987.

54. Terry Chalich, Rainbow Coalition, Pittsburgh, Pennsylvania, April 30, 1987.

55. Interview, Homestead, Pennsylvania, April 30, 1987.

56. United Way of Allegheny County, "Hunger in Allegheny County," Pittsburgh, Pennsylvania, May, 1986.

57. Fred Rogers, Pittsburgh, Pennsylvania, March 26, 1987.

58. U.S. Census Bureau, 1986 data, published in 1987.

59. Institute for Local Government Administration and Rural Development, "The Ohio Appalachian Region: Population and Employment Trends," Ohio University, 1987, pages 15, 17.

60. Ibid.

61. U.S. Census Bureau, ibid.

62. Interview, Steubenville, Ohio, April 30, 1987.

63. Dr. Kurt Wagner, Tod Children's Hospital, Steubenville, Ohio, April 30, 1987.

64. Interview, Ceramic Senior Center, East Liverpool, Ohio, April 30, 1987.

65. Interview, Belmont County, Bellaire, Ohio, April 30, 1987.

66. Wilma Carter, welfare director, Columbiana County, Ohio, April 30, 1987.

67. John Hudak, Catholic Social Services, Lisbon, Ohio, April 30, 1987.

68. Institute for Local Government, ibid.

69. Public meeting, Keystone-Eckman Headstart Program, Keystone, West Virginia, April 30, 1987.

70. Sister Ruth Geraets, Highland Education Project, Keystone, West Virginia, April 30, 1987.

71. Betty Drake, Highland Education Project, Keystone, West Virginia, April 30, 1987.

72. Ibid.

73. Ibid.

74. Audrey Harriston, Highland Education Project, Keystone, West Virginia, April 30, 1987.

75. Public meeting, Keystone-Eckman, ibid.

76. Public meeting, Welch County Public Library, Welch, West Virginia, April 30, 1987

77. Ibid.

78. Buddy Lambert, home visit, Keystone, West Virginia, April 30, 1987.

79. Home visits, Roderfield, West Virginia, April 30, 1987.

80. Sojourner Shelter for Homeless Women and Children, Charleston, West Virginia, May 1, 1987.

81. School visit, Charleston, West Virginia, May 1, 1987.

82. Kay Hall, Heart and Hand Food Pantry, Charleston, West Virginia, May 1, 1987.

83. John McCone, AFL-CIO representative, public meeting, Christ Church United Methodist, Charleston, West Virginia, May 1, 1987.

84. Florette Angel, West Virginia Youth Coalition, public meeting, Christ Church United Methodist, Charleston, West Virginia, May 1, 1987.

85. Ibid.

86. Mike Hughlett, Duluth News Tribune, Duluth, Minnesota, March 24, 1987.

87. Karen Skorich, Arrowhead Food Bank, Hibbing, Minnesota, April 9, 1987.

88. Public meeting, Damiano Center, Duluth, Minnesota, April 9, 1987.

89. Ibid.

90. Ibid.

91. Ibid.

92. Interview, Hibbing, Minnesota, April 9, 1987.

93. Ibid.

94. U.S. Census Bureau data.

95. The $7,000 figure assumes the minimum-wage employee is able to work full-time for the entire year. Many minimum-wage jobs are not full-time, or do not last a year. Center on Budget and Policy Priorities, Washington, D.C., 1987.

96. Wendy Lazarus, Southern California Child Health Network, public meeting, Airport Ramada Inn, Los Angeles, California, May 13, 1987.

97. Ibid. Also, Harry Nelson, "State's Poor Priced Out of Preventive Prenatal Care," Los Angeles Times, Los Angeles, California, February 4, 1987.

98. Sam Karp, director, Food and Nutrition, Inc, public meeting, Airport Ramada Inn, Los Angeles, California, May 13, 1987.

99. Ibid.

100. Josh Bernstein, Legal Aid Foundation, public meeting, Airport Ramada Inn, Los Angeles, California, May 13, 1987.

101. Doris Bloch, director, Los Angeles Food Bank, Los Angeles, California, May 14, 1987.

102. Alice Callahan, Las Familias del Pueblo, Los Angeles, California, May 14, 1987.

103. Sister Rita Russo, Seedling Food Center, Los Angeles, California, May 14, 1987.

104. Home visit, Los Angeles, California, May 14, 1987.

105. Interview, Steelworkers Unemployemnt Council, Los Angeles, California, May 14, 1987.

106. Doris Bloch, ibid.

107. Dr. Carol Berkowitz, Failure-to-Thrive Clinic, UCLA Harbor General Hospital, Los Angeles, California, May 14, 1987.

108. Kimberly Hall, South Health Center, Los Angeles, California, May 14, 1987.

109. Kevin Moran, San Jose Mercury, San Jose, California, June 10, 1987

110. Cathie Calvert, San Jose Mercury, San Jose, California, August 25, 1985, p. 1B.

111. Mary Ellen Heising, The Food Bank of Santa Clara County, San Jose, California, May 14, 1987.

112. Barry del Buono, Emergency Housing Consortium, San Jose, California, May 14, 1987.

113. Interview with staff, Ecumenical Hunger Program, East Palo Alto, California, May 14, 1987.

114. Richard and Donna Laurence, home visit, East Palo Alto, California, May 14, 1987.

115. Dale Maharidge and Nancy Weaver, "Millions Go Hungry-- And They're the People Next Door," San Francisco Examiner, San Francisco, California, February 22, 1987.

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Chapter 3

1. President Ronald Reagan, in "Poverty Rate Dips as Median Income Rises," New York Times, July 31, 1987, p. A12.

2. Tom Wicker, "A Falling Standard," New York Times, August 17, 1987; also Center on Budget and Policy Priorities, Washington, D.C., based on U.S. Commerce Department data, October, 1987.

3. Wicker, ibid.

4. Gordon W. Green, in "Poverty Rate Dips...," ibid.

5. "Gap Between Rich and Poor Widest Ever Recorded," Center on Budget and Policy Priorities, Washington, D.C. August 17, 1987.

6. U.S. Census Bureau, annual poverty reports.

7. Michael Harrington, "The Invisible Poor: White Males," The Washington Post, february 15, 1987, p. C1.

8. U.S. Census Bureau, ibid.

9. U.S. Census Bureau, ibid. Also, "Poverty Rate Dips...," ibid.

10. Ibid.

11. Center on Budget and Policy Priorities, based on U.S. Census Bureau data, October, 1987; also, "The Invisible Poor," The Boston Globe, June 24, 1987, p. 18.

12. Michael Harrington, ibid.

13. "Poverty Rate Dips...," ibid.

14. Robert Greenstein, Testimony before Senate Committee on Labor and Human Resources, Washington, D.C., October 7, 1987.

15. "Gap Between Rich and Poor Widest Recorded," ibid.

16. Robert Greenstein, ibid.

17. Ibid. Also, see research of Dr. Mary Jo Bane, Harvard University.

18. Ibid.

19. "The Invisible Poor," ibid.

20. Ibid.

21. Robert Greenstein, ibid.

22. Ibid.

23. Ibid.

24. Ibid.

25. Barry Bluestone, "The Great American Job Machine: The Proliferation of Low-Wage Employment in the U.S. Economy," Joint Economic Committee of Congress, Washington, D.C. December, 1986; also, Michael Harrington, ibid.

26. Robert Greenstein, ibid.

27. David Nyhan, "Prosperity for Many-- and Hardship for Many More," The Boston Globe, August 20, 1987, p. 19.

28. Francis W. Hovarth, "The Pulse of Economic Change: Displaced Workers of 1981-1985," Monthly Labor Report, June, 1987.

29. Tom Wicker, ibid.

30. Ibid.

31. Ibid.

32. Center on Budget and Policy Priorities, Washington, D.C., based on U.S. Commerce Department data, 1987.

33. Barry Bluestone, ibid, and Michael Harrington, ibid.

34. Ibid.

35. Ibid.

36. Ibid.

37. Michael Harrington, ibid.

38. Lester Thurow, Trickle Down Skips Labor," The Boston Globe, January 13, 1987, p. 28.

39. Bureau of the Census, "Money Income and Poverty Status of Families and Persons in the United States," July, 1987; Center on Budget and Policy Priorities, Washington, D.C., 1987.

40. Ibid.

41. "After-Tax Income of Female-Headed Households Lower in 1985 than in 1980," Center on Budget and Policy Priorities, Washington, D.C., July 13, 1987.

42. Ibid.

43. "Household After-Tax Income," ibid.

44. "After-Tax Income of Female-Headed Households...", ibid.

45. Sheldon Danziger and Peter Gottschalk, "How Have Families with Children Been Faring?" Institute for Research on Poverty, University of Wisconsin, January, 1986.

46. Ibid.

47. Ibid.

48. "After-Tax Income of Female-Headed Households...", ibid.

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50. Bureau of the Census, "Money Income and Poverty Status...", ibid.

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53. "Money Income and Poverty Status of Persons...", ibid.

54. "Gap Between Richest and Poor Widest Ever Recorded, ibid.

55. "Urban League Says U.S. Policies Hurt Blacks," New York Times, January 25, 2987, p. A27.

56. "Gap Between Rich and Poor Widest Ever Recorded," ibid.

57. Ibid.

58. Phillip L. Clay, "At Risk of Loss: The Endangered Future of Low-Income Rental Resources, Neighborhood Reinvestment Corporation, Washington, D.C., 1987.

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60. "Money Income and Poverty Status of Families...", ibid. Also Center on Budget and Policy Priorities, analysis, Washington, D.C., 1987.

61. "Impact of Government Benefit Programs Declines," Center on Budget and Policy Priorities, Washington, D.C., September 2, 1987.

62. Ibid.

63. Ibid.

64. Ibid.

65. Ibid.

66. "Gap Between Rich and Poor Widest Ever Recorded," ibid.

67. U.S. Census Bureau, annual poverty data.

68. "Gap Between Rich and Poor Widest Ever Recorded," ibid.

69. Ibid.

70. Michael Harrington, ibid.

Chapter 4

1. "Profiles of the Hungry," Oregon Food Shares, Portland, Oregon, September 9, 1986.

2. "The Bitter Harvest," Dallas Alliance, Dallas, Texas, November, 1985

Chapter 5

1. Hon. Hugh Parmer, Texas State Senate, Pasadena, Texas, March 23, 1987.

2. In 1980, just under 9 million pounds of food were distributed. In 1985, the number was over 100 million pounds. Second Harvest records, Chicago, Illinois, 1986.

3. Physician Task Force members have inspected feeding facilities in twenty-five states. Typical contents are high in sodium and starch, as well as syrups, sugared cereals and pickles. Emergency food providers frequently express frustration at their inability to obtain a more nutritionally-rounded inventory.

4. "Food Stamp Program: Restoration of Improperly Denied or Terminated Benefits," General Accounting Office, Washington, October 15, 1986; also, "Increasing Hunger and Declining Help: Barriers to Participation in the Food Stamp Program," Physician Task Force on Hunger in America, Harvard School of Public Health, May, 1986.

5. Physician Task force on Hunger in America, Hunger in America: The Growing Epidemic, Wesleyan University Press, 1985, 1986, p. 101; also, "The National WIC Evaluation: An Evaluation of the Special Supplemental Food Program for Women, Infants and Children," David Rush, M.D., et. al., U.S. Department of Agriculture, 1986.

State Planners, Consultants and Sites Visited

In March, April and May of 1987 Task Force members conducted field interviews and visits in eight states across the nation. We extend our thanks to all the dedicated individuals and organizations who helped us plan and carry out our work.

Texas

Houston Interfaith Hunger Coalition, Pamela Duff

Star of Hope Mission, Houston
Houston Labor Pool
Salvation Army Family Shelter
Fairhaven United Methodist Pantry
Acres Homes
North Main Food Stamp Office
Jeff Davis Hospital
Juan Marcos Presbyterian Church
Ripley House
Houston Metropolitan Ministries
Sunnyside Clinic, Pasadena
Pasadena Neighborhood Centers
AFL-CIO Worker Assistance Program
First Christian Church

Louisiana

Bread for the World, Sister Jane Remson
Second Harvesters of Greater New Orleans, Peggy Stuart
Orleans Parish Office of Family Security, Antoinette Cotter

Brantley Baptist Shelter, New Orleans
Orleans Parish Office of Family Security
Charity Hospital
Desire Housing
St. Phillips Social Services Center and Early Childhood Program
Fisher Elementary School
Fisher Multi-Purpose Center and Well-Baby Clinic
Algiers Housing
Shady Oaks Senior Citizen Program, Houma
Christian Services Center
Second Harvesters Warehouse, Jefferson

Minnesota

Minnesota Food Education and Resource Center, Bradley Abelow
Countryside Council, Lois Schmidt
Duluth Food and Nutrition Council, Jodi Dansingberg
Arrowhead Food Bank, Karen Skorich

Countryside Council, Marshall
Western Community Action
Marshall Food Shelf
First Lutheran Church

Minnesota, cont.

Lincoln Park Elementary School, Duluth
Damiano Center
The Emergency Food Shelf, Our Savior's Lutheran Church
Union Gospel Mission
Duluth Free Clinic
Arrowhead Food Bank, Hibbing
Senior Nutrition Program
Loaves and Fishes Soup Kitchen, Bethlehem Lutheran Church, Minneapolis

Iowa

Food Bank of Central Iowa, Karen Ford
Farm Unity Coalition, Dan Levitas
Cedar Valley Food Bank, Ruth Toney

United Automobile Workers Union Local 838, Waterloo
Visiting Nurses Association
Central Iowa Food Bank, Des Moines
Bidwell-Riverside Community Services Center
League of Rural Voters, Greenfield

Pennsylvania

United Way of Allegheny County, Fred Just
Hunger Services Network, Patricia O'Malley and Denise Trigalet
Just Harvest, Joni Rabinowitz
WIC Nutritional Services, Dorothy Kolodner
Jubilee Kitchen, Sister Legoury Rosner
Westinghouse Valley Human Services Network, Mary Newhams and Tracy Sauska

Barrett Elementary School, Homestead
Just Harvest
Rainbow Pantry
Intersection, McKeesport
Mon Valley Unemployed Committee
Prospect Terrace Housing, East Pittsburgh
Maple View Terrace Housing, Braddock
Westinghouse Valley Human Services Network, Turtle Creek
Salvation Army Family Shelter, Pittsburgh
Allegheny County WIC Headquarters and clinic
Jubilee Kitchen

Ohio

Ohio Hunger Task Force, Laura Moskow and David Maywhoor
Food Assistance Warehouse, Cathy Lind
United Methodist Community Center, Millicent Counts
Youngstown Area C.A.C., Gwendolyn Reed
Welfare Rights Organization, Geneva Reid
SHARE Food Bank, Linda Rhodes
C.A.C. of Belmont County, Gary Obloy
Tri-City C.A.A., Bruce Kinsel
C.A.A. of Columbiana County, Carol Bretz and Joyce Bohar
C.A.A. of Jefferson County, Robert Cutri

Ohio, cont.

Jefferson County Community Action, Steubenville
Urban Mission Ministries
Community Action of Belmont County (Headstart, WIC, Food Stamp Program), Bellaire
Community Health Clinic
Dislocated Coal Miners Training Program
City Hospital Clinic, East Liverpool
Ceramic City Senior Center
SHARE Foodbank, Lisbon
Joint Vocational School
United Methodist Community Center and Pre-School Program, Youngstown
Youngstown Area Community Action Council and Eastside Medical Center
Steel Valley Unemployed Council, Struthers
Highland Center
United Methodist Church Pantry
Fairview Gardens Housing and Senior Nutrition Program, Warren
Harrison Elementary School, Youngstown

West Virginia

West Virginia Youth Coalition, Florette Angel
West Virginia Health Right, Patricia White and Barbara Kloster
Highlander Education Project, Sister Ruth Ann Geraets
EFNEP, Judith Bragg
Southern West Virginia Regional Primary Care Centers, Chris Gordon
Community Council, Susan Sergi and Larry Bailey
West Virginia Department of Education, Faith Gravenmier

Highland Education Project, Keystone
Keystone-Eckman Headstart Program
Council of Southern Mountains Pantry, Welch
War Medical Clinic
Tug River Clinic, Gary
Sojourners Shelter for Homeless Women and Children, Charleston
Glenwood Elementary School
Christ Church United Methodist
Covenant House
Health Right Clinic
Citywide Improvement Council, Headstart
Manna Meal
Apalred, Welch and Charleston
United Food Operation, Heart and Hand Pantry
Martin Luther King Center

California

Ecumenical Hunger Program, Nevida Butler and Ann O'Leary
Food Bank, Inc., Mary Ellen Heising
Emergency Housing Consortium, Barney del Buono
Southern California Interfaith Hunger Coalition, Ken Brown and Carolyn Olney
Los Angelos Regional Food Bank, Doris Black
Los Angelos Legal Aid Foundation, Josh Bernstein and Kathy Grannis
The Seedling, Sister Rita Russo
Food and Nutrition, Inc., Sam Carp

California, cont.

Los Angelos Regional Food Bank
Seedling Emergency Food Program
Failure-to-Thrive Clinic, UCLA Harbor General Hospital
Caring Hands Program
Legal Aid Foundation of Los Angelos
Valley Interfaith Shelter
WIC Clinic, Southern Health Center
Venic Family Clinic
St. Joseph Center
Santa Clara County Food Bank, San Jose
Injured Workers' Project
Emergency Housing Consortium, Family Living Center, Santa Clara
Ecumenical Housing Project, East Palo Alto

Finally, we thank everyone who attended and provided testimony at community meetings and hearings. And we are particularly grateful to all the families and individuals who generously welcomed Task Force members into their homes and lives.

Physician Task Force on Hunger in America

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White House Conference on Nutrition, Panel on Food Delivery

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President, Physicians for Social Responsibility;
Distinguished University Professor, Montefiore Medical College,
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Former Commissioner of Health/Pennsylvania
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Children's Hospital
Pittsburgh, Pennsylvania

Bernie Page, M.D.
Medical Director, West Virginia Health Right
Charleston, West Virginia

Sarah Templemire, M.D.
People's Community Clinic
Waterloo, Iowa

Physician Task Force Publications

** American Hunger Crisis: Poverty and Health in New England, Harvard School of Public Health, 1984 (118 pages)

** Hunger in America: The Growing Epidemic, Wesleyan University Press, 1985, 1986 (231 pages)

  - Winner, "Book of the Year," World Hunger Media Awards, New York, 1986

  - Winner, "Notable Books of the Year," American Library Association, 1986

** Hunger Counties, 1986: The Distribution of America's High Risk Areas, Harvard School of Public Health, 1986 (37 pages)

** Increasing Hunger and Declining Help: Barriers to Participation in the Food Stamp Program, Harvard School of Public Health, 1986 (153 pages)

** Hunger Reaches Blue-Collar America: An Unbalanced Recovery in a Service Economy, Harvard School of Public Health, 1987 (80 pages)

** Living Hungry in America, Macmillan Publishers, (an account of the work of the Physician Task Force over three years), 1987 (212 pages)

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Senator **Harkin**. I would now like to call the next panel. I'm going to miss some names here. Ruby Jungjohan. I sure hope that's right, from North English, Iowa. Joanne Lane, Director, Child Care Coordination/Referral Services Program, with Exceptional Persons, Inc. of Waterloo, and Reverend Michael Smith of Lorimor, Iowa. If you could all come up here.

I might also say that in introducing everybody, I forgot to introduce the person who is sitting next to me. This is Bob Andros, who is delegated to my staff from the General Accounting Office. I have him on my staff to work with the Senate Agriculture Committee on this issue. He has been doing some investigatory work for me through the auspices of the GAO on this issue.

Thank you all again for coming, some of you from some distance. Again if you have a written statement or anything like that it will be included in the record. I would ask you to keep it to 5 or 7 minutes. I would like to have more of a free-flowing discussion and I will put your prepared statements in the record in their entirety. If you have a written statement and you have a copy of it handy, I would sure like to have it. Do you have a copy by any chance, Ruby? Well, Ruby, I'll call on you first. Again thank you very much for appearing before the subcommittee. I do have a copy of your prepared statement, so please proceed.

STATEMENT OF RUBY JUNGJOHAN, ALTERNATE, NUTRITION PROJECT COUNCIL, NORTH ENGLISH, IA

Ms. **Jungjohan**. Today I wish to speak to you about the Nutrition Program for the Elderly, the Congregate Meal and Home Delivered Meal programs provided through the Heritage Area Agency on Aging in area X.

I will express my opinion of how I feel these programs are handled and my own personal feeling of what my participation has meant to me and how it has affected my life and that of my late husband.

First, I cannot say enough for the efficient way the nutrition program is supervised in our area, and the progress I have observed in the 8 years which I have participated.

The Nutrition Program for the Elderly was established under the Older Americans Act in 1972, when it was signed into law with title VII. The nutrition program is now title III-C under amendments of the Older Americans Act to consolidate the social service, nutrition, and multipurpose senior center programs. Area X entered the program in 1973. Area X covers seven counties and is serving 563,376 meals in fiscal year 1988 at 39 sites—7 sites serve 7 days.

The purpose of the nutrition program is to meet the nutritional needs and the social needs of the elderly. The meals provide one-third of the daily nutrition requirements.

The Nutrition Project Council of the Heritage Area Agency on Aging meets regularly throughout the year. Two representatives from each mealsite in our seven counties attend these meetings along with their site managers. Each site reports on activities held during the month at their sites. This gives the other sites new ideas for entertainment and volunteer activities. Some times complaints are aired, and this is good because suggestions from members of another site can tell how they solved their problems. This also gives the directors and subcontractors an opportunity to look at the problem and try to solve it.

Nutritional literature is sent to the sites and shared with the participants monthly. I feel the nutrition program in our area is excellent. A great variety of menus provide well-balanced, nutritious meals.

The nutrition program is funded by the Older Americans Act through the U.S. Department of Agriculture cash in lieu of commodities, participant contributions, and local public funds.

When we received word that a congregate mealsite was going to open in our small rural community of North English, Iowa, my late husband said that we certainly were going to participate in the program.

Our first meal was served on December 14, 1979, with 94 people attending, and that tickled me because it's hard to get 94 people out now. People came from all directions and neighboring communities, and even brought them in in schoolbuses. Meals were served 3 days a week, Friday, Saturday, and Sunday.

We attended every day and it wasn't long until we were elected representatives to the Nutrition Project Council. I have served as a representative or alternate ever since then, and I am currently serving as an alternate. Next we were appointed to the county task force, where I served as secretary for several years. My husband was then elected to serve as an Older Iowans Legislature delegate from Iowa County for 2 years. He was always busy at our site, helping to pass out trays at mealtime, cleaning trays after the meals and helping the site manager count the money. He was busy all the time doing odd-jobs around the building and helping to deliver the home-delivered meals. He served on the Older Iowans Legislature and Legislative Committee of the Heritage Area Agency on Aging.

The next thing we knew he was elected as a director on the North English Community Center Board and was named president of the board. During this time our center voted to serve meals 7 days a week. He helped with a remodeling job of our kitchen so we could take satellite meals to other communities. On August 1, 1983, we started to satellite meals to two communities and will be opening a third community in a few weeks.

What was I doing all this time? Yes, getting more involved. I served as chairperson on the Nutrition Project Council for 2 years, chairperson on the advisory council for 2 years and am presently serving on the State advisory council. I am now finishing up a 4-year term as a delegate of the Older Iowans Legislature.

I am now serving on the Iowa County Services Commission, formerly HACAP Advisory Council. We both served on the Elderfest Planning Committee for several years, and helped with the distribution of surplus commodities. I was appointed as director on the North English Community Center Board to fill the vacancy after my husband's death and am now serving as president of the board.

Now, you might ask why we got so involved in all these things. We did it because we loved being busy and being able to serve our people. Our horizons were broadened, our lives were happier and richer for having the opportunity to work with other people throughout our area and State. As I look back I am so happy that we could work together and share these happy experiences.

Since my husband's sudden death, I have many decisions and obligations to tackle and the only way I knew that I could be happy was to keep on with these activities and continue to complete the tasks that had been assigned to me.

It was with great pride that I assess the congregate meal program in my community. It is wonderful to see the enthusiasm of the people trudging to the center each day to enjoy the meals and activities. It is an opportunity for them to get out of their homes, have a good nutritious meal, visit with friends, and share their experiences. Some come early so they can play cards before the meal and the tables are barely cleared before the bingo games start.

One of our local druggist remarked that it is one of the best things that ever happened to the people of our community. They seem healthier, happier and he doesn't see them as often as he once did. Before they had aches and pains and were always after medication. He said they did not realize that they were just plain lonely.

We average over 40 participants each day and we have a suggested contribution of $1.25 for those persons 60 or over. People contribute what they feel comfortable with or what they can afford.

I don't want to forget those who get the home delivered meals. The daily meal, which they receive 7 days a week, I might add, allows them to be able to stay in their own homes instead of having to go to a nursing home or institution. They look forward to the meals each day and the opportunity to chat with the person who delivers the meal.

An effort was made in our area to inform doctors and discharge planners about the congregate meals and home delivered meals programs so they will refer people to the programs. Many people being discharged from the hospitals are able to stay in their own homes by having the meals delivered to them.

Also, we must not forget the ladies of our center who make quilts and help them defray the operating costs of our center. To date they have quilted 775 quilts.

A woodworking shop is set up in the basement where the men can go and work on their projects. Several days a week another group of men gather to play cards in the afternoons.

Transportation is provided throughout our county to take people to the meal sites on designated days. This is furnished by our county transportation system.

I am sold on the programs handled by our nutrition programs and my most sincere concern is what can we do to get more people involved in attending? What can we do to erase the stigma that these programs are only for the poor, and help them overcome the many excuses for not attending?

We try! Each year our nutrition director names a special committee, known as the Public Information Committee, to help the sites in getting new people to attend. A congregate meal month is named and many activities are planned to try to reach more people. It helps some but we would like for more people to participate.

Now, Senator Harkin, I speak to you and ask that you and your fellow Congressmen will do all that you can to support the nutrition programs for the elderly of our Nation. I attended a meeting in Des Moines just this week where members from areas around our dear State of Iowa gathered and many of them expressed their concerns in trying to meet the expenses of keeping their sites open. I know there have been cutbacks in the Federal funding through the Gramm-Rudman bill, county supervisors, and local governments, but can't you, and won't you, try to do all you can to see that these worthy programs can receive an increase in funding? Thank you.

I have told you about the experiences I have had in working in these programs and my interest in them and I would like to thank you all for listening to the views of an interested individual and also to thank you for having the opportunity to do so. Thank you.

[The prepared statement of Ms. Jungjohan follows:]

Ruby Jungjohan
North English, Iowa

Today I wish to speak to you about the Nutrition Program for the elderly, the Congregate Meal and Home Delivered Meal programs provided through the Heritage Area Agency on Aging in Area X.

I will express my opinion of how I feel these programs are handled and my own personal feeling of what my participation has meant to me and how it has affected my life and that of my late husband.

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It was with great pride that I assess the Congregate Meal Program in my community. It is wonderful to see the enthusiasm of the people trudging to the center each day to enjoy the meals and activities. It is an opportunity for them to get out of their homes, have a good nutritious meal, visit with friends, and share their experiences. Some come early to play cards before the meal and the tables are barely cleared before the Bingo games start.

One of our local druggist remarked that it is one of the best things that ever happened to the people of our community. They seem healthier, happier and he doesn't see them as often any more. Before they had aches and pains and were always after medication. He said they did not realize that they were just plain lonely.

We average over forty participants each day and we have a suggested contribution of $1.25 for those persons 60 or over. People contribute what they are comfortable with and what they can afford.

I don't want to forget those who get the home delivered meals. The daily meal (seven days a week, I might add) allows them to be able to stay in their own homes instead of having to go to a nursing home or institution. They look forward to the meals each day and the opportunity to chat with the person who delivers the meal.

An effort was made in our area to inform doctors and discharge planners about the congregate meals and home delivered meals programs so they will refer people to the programs. Many people being discharged from the hospitals are able to stay in their own homes by having the meals delivered to them.

Also, we must not forget the ladies of our center who make quilts and help them defray the operating costs of our center. To date they have quilted 775 quilts.

A woodworking shop is set up in the basement where the men gather to work on projects. Several days a week another group of men gather to play cards in the afternoons.

Transportation is available throughout our county to take people to the meal sites on designated days. This is furnished by our county Transportation System.

I am so sold on the programs handled by our Nutrition Programs and my most sincere concern is what can we do to get more people involved in attending? What can we do to erase the stigma that these programs are only for the poor, and help them overcome the many excuses for not attending?

We try! Each year our Nutrition Director names a special committee, known as the Public Information Committee to help the sites in getting new people to attend. A Congregate Meal Month is named and many activities are planned to try to reach more people. It helps some but we would like for more people to participate.

Now, Senator Harkin, I speak to you and ask that you and your fellow Congressmen will do all that you can to support the Nutrition Programs for the Elderly of our nation. I attended a meeting in Des Moines just this week where members from areas around our dear State of Iowa gathered and many of them expressed their concerns in trying to meet the expenses of keeping their sites open. I know there have been cutbacks in the Federal Funding through the Gramm-Rudman Bill, County Supervisors, and Local Governments, but can't you, and won't you, try to do all you can to see that these worthy programs can receive an increase in funding? Thank you.

I have told about the experiences I have had in working in these programs and my interest in them and I would like to thank you all for listening to the views of an interested individual and also to thank you for having the opportunity to do so.

Thank you
Ruby Jungjohan
North English, Iowa

Senator **Harkin**. Ruby, we thank you very much. I've got a couple, three questions I would like to have you respond to, but first let's go ahead and finish the panel discussion.

Next I would like to welcome Joanne Lane, Exceptional Persons, Inc. of Waterloo, Iowa. Perhaps you can tell us a little bit about Exceptional Persons, Inc., and please proceed as you so desire.

STATEMENT OF S. JOANNE LANE, DIRECTOR, CHILD CARE COORDINATION/REFERRAL SERVICES PROGRAM, EXCEPTIONAL PERSONS, INC., WATERLOO, IA

Ms. **Lane**. Thank you, Senator Harkin, for allowing me the privilege of testifying before this committee.

I am Joanne Lane from Waterloo and the testimony which follows is based upon my perception as the director of the Child Care Coordination/Referral Service Program of Exceptional Persons, Incorporated. EPI is a multiprogram, private, nonprofit, human service agency that serves six counties—Black Hawk, Buchanan, Bremer, Butler, Grundy, and Chickasaw. Total population for the area is 233,152 people, with 137,961, or 59 percent in Black Hawk County. The other counties are rural with populations ranging from 14,366 people in Chickasaw to Bremer County with 24,820 people. Of the total population, 95.5 percent are white. However, 7 percent of the Black Hawk County population are either black, American Indian, Asian, Pacific Islander, or Hispanic.

Child Care Coordination/Referral Services serves three——

Senator **Harkin**. You said the total population that you served is what?

Ms. **Lane**. The total population of the geographic area for the six counties is 233,152 people.

Senator **Harkin**. That's the total population?

Ms. **Lane**. Yes.

Senator **Harkin**. Of that how many are minority?

Ms. **Lane**. I didn't put down my total. I broke down the minority black by county. Black Hawk County's population being 137,961. That's 59 percent of the total six counties. In Black Hawk County, 93 percent of the population is white; 7 percent is minority. Excuse me, of the total population of the six-county area, 95.5 percent is white. But 7 percent of the Black Hawk County population is nonwhite.

Child Care Coordination/Referral Services [CCC/RS] serves three primary functions. It is a support system to the providers of child care services, and when I speak of that, I'm talking about child care centers, Head Start, private preschools, family and group day care homes, through consultation, coordination and provision of training; provision of a resource lending library; and as a sponsor of the Child Care Food Program for family and group day care homes. Further, CCC/RS is a support system to the parent consumers of child care services through the provision of referrals to those services and also parent information and selection criteria to help them go about that selection process. Finally, we are a resource to the community at large because our program is in a neutral setting. We play an active role in the child care services, with a special emphasis on the child at risk. So generically, CCC/RS is a child care resource and referral service—the backbone of the community child care delivery system.

As this subcommittee has the jurisdiction over the Child Care Food Program [CCFP], my testimony will focus on our experience as one of the 25 Iowa sponsors of the Child Care Food Program for family and day care homes. I will address some of the problems in the program as it now operates, identify some strengths in the program and close with my perception of the potential for this program.

The two problem areas in the CCFP are, one, the current reimbursement system, and second, the difficulty in reaching the rural areas with the program. Currently, child care providers may receive reimbursement for up to two meals and one snack or one meal and two snacks per day. That is reimbursement that is considered taxable by the IRS and reportable as income under AFDC rules. However, consider that most children are in a day care home 9 to 10 hours a day. That would be the 8-hour workday, plus allowing time for lunch and parents to travel to pick them up. So being there for that amount of time, children are going to need at least one more meal or snack for which no reimbursement can be received. For example, during the month of December, one of our child care providers served 113 snacks for which she cannot receive reimbursement. At 36 cents each, that amounted to $40.68. Consider further that almost 20 percent of the day care homes under our sponsorship have annual family incomes that qualify their own children for free or reduced price meals.

The difficulty in reaching the rural counties in our area is similar to that of other CCFP sponsors in Iowa. Fifty-eight of the 1,740 day care homes participating in the Child Care Food Program in Iowa are under the EPI sponsorship—1 home is in Grundy County, 1 is in Butler, 2 are in Bremer, 3 are in Buchanan, and the other 51 are in Black Hawk County.

I feel the reasons for this problem are due to: one, our lack of resources to do outreach to the rural communities, and second, to the sense of rural Iowa pride, coupled with the perception of the Child Care Food Program as a welfare program rather than a nutrition program.

The real strength of CCFP is that it is a nutrition program. Children cared for the day care home participating in the CCFP are assured of the well-balanced meals that are necessary to meet their daily energy needs and to help them build their strong bodies and minds. Increasingly, as we counsel with the parents in the child care referral process, they stress the importance of good nutrition for their children and seek a day care home that is on the Child Care Food Program.

Secondly, participation in the Child Care Food Program improves the overall quality of child care in the day care home. The isolation that makes a child care provider vulnerable to stress and potential abuse of the children is broken as the provider is linked to the community support system that includes the day care home registration.

Training for the day care home provider is a very important component of CCFP. As a sponsor of the program, we require 7½ hours of training per year. Training opportunities are provided monthly by our program staff, as well as keeping our participants informed of other opportunities through newsletters. Additionally, the three monitoring visits for each participating home that are required each year are opportunities for training on a one-to-one basis.

My final comments regard the potential for the Child Care Food Program. Increased emphasis on expansion of the Child Care Food Program is absolutely necessary. There are approximately 4,000 registered homes in Iowa, more of them that are not registered in the system. Keep in mind that only 1,700 are on the food program. The day care home has consistently been the most preferred form of child care for parents seeking our consultation and referral. During our last fiscal year, 84 percent of the parents seeking child care referrals wanted their child cared for in a day care home. Half of those parents that were looking were in a home for a child 2 years of age or younger and 75 percent of those families had incomes under $15,000 a year, 12 percent had incomes between $15,000 and $25,000 per year, and 13 percent had annual incomes over $25,000 a year. With the increasing participation of mothers with children under school age in the workforce, and with the pending welfare reform initiatives that will significantly increase the demand for child care, the Child Care Food Program for the day care homes are a vital link in the chain of support services to our young families as they struggle for self-sufficiency.

The goal of the Child Care Food Program, a child nutrition program, is to improve the diet of children 12 years of age and under. A recent Iowa State University study substantiated that homes participating in the Child Care Food Program are more concerned about nutrition than those that do not. And to me that says it all. The Child Care Food Program does what it is supposed to do.

[The prepared statement of Ms. Lane follows:]

CHILD CARE COORDINATION • REFERRAL SERVICE •

U.S. SENATE AGRICULTURE COMMITTEE'S SUBCOMMITTEE

on

NUTRITION AND INVESTIGATION

January 30, 1988
Cedar Rapids, Iowa

S. Joanne Lane
Director of Child Care Coordination/Referral Services Program
Exceptional Persons, Inc.
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A Program of Exceptional Persons, Inc. • An Agency of Cedar Valley United Way

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SJL:lcs

Senator HARKIN. Thank you very much. I have a few questions for you also. We turn now to Rev. Michael Smith from Lorimor. Welcome to the subcommittee. And again I do have a copy of your prepared testimony, please proceed as you so desire.

STATEMENT OF REVEREND MICHAEL SMITH, PASTOR, UNITED METHODIST CHURCH, LORIMOR, IA

Reverend SMITH. My case primarily is that of a local pastor of three United Methodist churches.

I serve three communities—Lorimor, which is a population of about 200, Thayer, about 80, and Murray, about 600. The population of Lorimor and Thayer, the majority is at poverty level or below. The 25th chapter of Matthew tells us that we can see the face of Christ in the hungry. I have found in these three towns the face of Christ on a daily basis. Through a food pantry I average 100 pounds of food per month, which is financed through my church, my own pocket and VISTA. I have a couple of friends in outlying areas who average between 50 to 100 pounds of food a month as well. I have helped 30 families fill out forms for food stamps; I have provided funds and transportation for approximately 20 senior citizens to go to congregate meals. My Thayer church is in the process of organizing a congregate meal site.

Of the approximately 160 families that I serve on a regular basis, I have done some research through questioning and through a form I use for those who use my food pantry. I have found that these people experience the lack of food, insufficient amounts of food, and the lack of food that gives proper nutrition not because they are lazy and don't want to work or are careless, but for the following reasons:

One, unemployment or underemployment: Approximately 80 percent of the people I serve cannot find a job or work at minimum wage, with a large family. I have quite a few elderly people. I have people who simply are tied to these three communities because they have nowhere else to go and can't afford to go nowhere else. I have a woman with six kids, who works at a local manufacturing company for $3.35 an hour. By the time she pays utilities, medical costs and all the other urban expenses, she cannot stretch her money to have enough food for her family. I have a family with four kids, both of the parents are hunting for jobs, but cannot find them.

Two, there is the lack of awareness of programs and ability to fill out and understand forms in these programs. There seems to be a real ignorance on the part of people of the programs that are available. I think part of that has to do with the education level of the people that I serve. Many work in jobs at the entry level. They have not been able to find these programs so they send them on to us. And there is also the bureaucratic jungle that they have to wade through sometimes. Shortly after I arrived I worked with a family who complained about filling out forms and what to do. I decided to uncomb my hair and put on baggy pants and a dirty shirt and apply for food stamps. I found the experience rather worthwhile and very interesting. I found it was very frustrating and difficult to wade through the forms. Many of the people that I help operate are on a first or second grade level and they do not understand how to find information and how to fill out forms.

Three, there was a lack of public awareness. Many people simply are not aware of the need on their doorsteps. Ninety five percent of the people in my three churches are well above the poverty level but they are ignorant of the poverty around them. They refuse to see it and they also believe that there are programs available that meet every need without realizing that sometimes the requirements cannot be met by some people. Over and over I find that my own people simply close their eyes to those needs or they are ignorant of them.

Four, unfortunately, there are low public assistance levels. One woman has four kids at home. She has been unable to find a job because of the lack of skills and transportation. She gets approximately $500 a month assistance plus $100 food stamps. She simply cannot stretch this to meet all of her needs. The available programs simply do not provide adequate amounts of food and or money to meet the needs of families with three and four children. I find that many of the people that I serve began to run out of food toward the end of the month, and that their food began to run out primarily because of the number of people in the families.

Week in and week out we can turn on our television sets and see presented before us the face of hunger in Africa and other parts of the world. I came here in March 1987 with the impression that hunger was "over there." I came here with the impression that the reason people go hungry is because of being lazy and not willing to work or the misuse of funds. I came here to stay briefly and then to move on. But since then the story of Lazarus and the rich man has become a part of my story. There was a rich man who used to dress in purple and fine linen and feast every day. And at his gate lay a poor man called Lazarus, covered with sores, who longed to fill himself with the scraps that fell from the rich man's table. Dogs even came and licked his sores. Now the poor man died and was carried away by the angels to the bosom of Abraham. The rich man also died and was buried. In his torment in Hades he looked up and saw Abraham a long way off with Lazarus in his bosom. So he cried out, Father Abraham, pity me and send Lazarus to dip the tip of his finger in water and cool my tongue for I am in these flames. My son, Abraham replied, remember that during your life good things came your way just as bad things came the way of Lazarus. Now he is being comforted here while you are in agony—Luke 16:19-26.

Lazarus is at our door, not only far away. Let's not let him wait for comfort and be gone, but let's help him find it here.

Hunger is a present and for now enduring reality in the heartland. As I look at the people that I serve, it's not going to go away overnight. In fact, I'm not sure it's going to go away. The children, I have 160 Cub Scouts that I serve. The majority of which are in poverty that is not going away. I urge that money or foodstuffs be made available to local food pantries, that the public be made more aware of the hunger at their doorsteps. That assistance programs be expanded with easier forms and means of applying for them. Thank you.

[The prepared statement of Reverend Smith follows:]

TESTIMONY OF REVEREND MICHAEL SMITH TO THE COMMITTEE OF SENATOR HARKINS ON THE RURAL HUNGER CRISIS

January 30, 1988

In 1983 the Community for Creative Non-Violence in Kansas City published a report on what was then invisible to most Americans, the growing Farm Crisis:

> *Despite the hugh investment by the government in agribusiness, the net income of farmers is a modern-day low. Last year farmers netted 19 billion, down 22 percent from 1975, against a debt that has increased 250 percent down $81 billion in 1975 to $201.7 billion last year. Inspite of massive farm subsidies in 1982, the average farmer netted only $8000.00.* 1.

In that summer of 1983 the first banks failed in Iowa, a signal that something was dreadfully wrong. Eleven banks failed in 1985, ten in 86 and during the first four months of 87 a bank failed every 34 days. 2

The last five years has been devastating to rural communities and rural people. In Iowa, a state that has historically prided itself in feeding the world, we have seen farmers go hungry, the population diminishing and the economic base erode away. Life as known by most of rural Iowans was no more. 3

One of the results of the economic crisis has been the rise in rural hunger. In an eleven month period, from May, 1985 to April, 1986, the number of Iowa farm families receiving food stamps jumped from 1,481 to 2,214. The use of food stamps by farmers is not popular and is greatly reduced in 1987. 4

At the same time the use of food distribution centers and community meals programs are up. The Physicians Task Force on Hunger reports that in 1987 family requests for community meals programs are up over 33 % from the total in 1986.

I serve three communities: Lorimor, population 200, Thayer, 80, and Murray, 600. The 25th Chapter of Matthew tells us that in the hungry we see the face of Christ. I have found in these three towns the face of Christ on a daily basis. Through a food pantry I average 100 pounds of food per month, given by my churches, Vista, and financed out of my own pocket; I have helped 30 families fill out the forms for Food Stamps; I have provided funds and transportation for approximately 20 Senior Citizens to go to Congregate meals. My Thayer Church is in the process of organizing an Congregate Meal Site.

Of the approximately 160 families that I serve on a regular basis I have done some research through questioning and through a form I use for those who use my food pantry. I have found that these people experience the lack of food, insufficient amounts of food, and the lack of food that gives proper nutricion not because they are lazy and don't want to work or careless but for the following reasons:

1. **Unemployment or Underemployment:** Approximately 80 percent of the people I serve cannot find a job or work at minimum wage with a large family. I have a women with six kids, who works at local manufacturing company at $3.35 an hour. By the time she pays utilities, medical costs and all the other everyday expenses she cannot stretch her money to have enough food for her family. I have a family with four kids, both are hunting for jobs but cannot find them.

2. **Lack of Awareness of Programs and Ability to Fill Out and Understand Forms in these Programs:** There is a real ignorance on the part of people of programs that are available and there is also the problem of being able to wade through the bureacratic jungle that goes along with these forms. My first month here one woman told me she didnot understand the forms and what to do. I decided to try something. I put on a baggy pair of jeans, uncombed my hair, a dirty shirt and went to apply for Food Stamps. Frankly the forms and the lack of help were very frustrating. Many of the people that I help operate on a first and second grade level they do not understand how to find information and how to fill out forms.

3. **Lack of Public Awareness:** Many people simply are not aware of the need on their doorsteps. Over and over I find that my own people who live in these communities are not aware of the needs or they simply just close their eyes and ignor the needs.

4. **Low Public Assistance Levels:** One woman has four kids at home. She has been unable to find a job because of the lack of skills and transportation. She gets approximately $500.00 a month assistance plus $100.00 Food Stamps. She simply cannot stretch this to meet all of her needs. The available programs simply do not provide adequate amounts of food and or money to meet the needs of families with three and four children.

Week in and week out we can turn on our television sets and see presented before us the face of hunger in Africa and other parts of the world. I came here in March of 1986 with the impression that hunger was "over there". I came here with the impression that the reason people go hungry is because they are either too lazy to get a job or they misuse their funds. I came here with the plan to stay my time and "move on up the ladder". But since then the story of Lazarus and the rich man has become a part of my story. *There was a rich man who used to dress in purple and find linen and feast magnificently every day. And at his gate lay a poor man called Lazarus, covered with sores, who longed to fill himself with the scraps that fell from the rich man's table. Dogs even came and even licked his sores. Now the rich man died and was carried away by the angels to the bosom of Abraham. The rich man also died and was buried. In his torment in Hades, he looked up and saw Abraham a long way off with Lazarus in his bosm. So he cried out, "Father Abraham, pity me and send Lazarus to dip the tip of his finger in water and cool my tongue, for I am in agony in these flames." "My son," Abraham replied, "remember that during your life good things* *come your way, just as bad things came the way of Lazarus. Now he is being comforted here while you are in agony. (Luke 16:19-26)*

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1. There is Hunger in the Land of Plenty, "The Dimensions of Growing Need: Hunger in America," Community for Creative Non-Violence, Kansas City, Kansas, June 27, 1983.

2. "A Report to UMCOR Concerning the Church's Response to the Rural Crisis", Reverend William C. Cotton, January 21, 1988.

3. IBID

4. IBID

Senator HARKIN. Thank you, Reverend Smith.

Ruby, in your program, do you have any idea how much the operations you have pay for themselves. You said you quilted 775 quilts. I assume those are sold, and you also have a woodworking shop. I have been in a lot of congregate meal sites, a lot of them have operations and they do things like that. They sell items at fairs and different things like that. Do you know what that brings in in a month?

Ms. JUNGJOHAN. Yes, it does bring in much. But our utilities are high, it goes toward those expenses. The price of their batting and backing and material and things are all increasing the prices there. The men's workshop, they are not making many things right at the present to sell. Mostly their own work and just spend time.

Senator HARKIN. Now you said that when you opened your doors the first day you had 94 people?

Ms. JUNGJOHAN. Yes.

Senator HARKIN. And aside, not in your statement but aside, I thought I heard you say I wish we had that many now.

Ms. JUNGJOHAN. Yes I did.

Senator HARKIN. In other words, it has dropped down. And yet all the indications that we have are that there are more people eligible.

Ms. JUNGJOHAN. That's right. They are. And how can we reach them? That is our problem, our concern. How can we reach them? That it is this stigma that it is only for poor people. Or like the doctor said, the people are afraid or embarrassed to go there. They are afraid someone will criticize them. Back then a few years ago when a farm was a farm and meant something a friend of mine said, I would like to come down here every day but, you know, we own a farm and my husband is afraid that someone will remark what are they doing down there, they can pay for their own meals. And if we can only get that stigma erased from the people, that it is not for just the poor, but for all the elderly. I just don't know how we can do that. Or if someone says you can't go down to the meals unless you are dressed up. We don't need that, just come clean and be present.

Senator HARKIN. Now that is an area discussed by Dr. MacQueen which the Subcommittee on Nutrition is beginning to get into. Perhaps you can help my thinking on this. There are hungry people, people who basically need food, young and old, and then there are elderly people who maybe aren't really hungry as such, but they are undernourished. Am I wrong in that? You cannot be hungry but be undernourished. That means you may have insufficient nutrients in your diet to stave off colds and influenza and things like that. These are things the elderly are more susceptible to. I think maybe the congregate meals program has had this sort of, I don't want to say stigma, but it's looked upon as a program that if you are elderly and hungry you participate in that. A lot of people say I am not hungry, but they don't know that they are not getting a nutritionally adequate diet. I am just wondering if perhaps changing this perception, that the congregate meal program has to people, social interaction, I don't know how to say that, that come in and have a good time and meet your friends and to also assure that your nutrition is adequate. Not that you are hungry, but that you nutritionally have a good diet.

Ms. **JUNGJOHAN**. As I mentioned here, too, the people come and they enjoy, they even come before the meal so that they can play cards and social activities. That is part of the whole program, to meet the social needs and nutritional needs of our elderly. And going back to why we had so many people that day, it was curiosity. A lot of people wanted to see what it was all about. So they got schoolbuses to pick up people from some of our little surrounding communities and that. And then I refer back to what our local druggist said, the greatest need of the people at that time was because they were just lonely. They needed an out.

Senator **HARKIN**. If you could make just one change in our program, maybe a lot you can think of, but if you could make one change, what would that be? If you can't answer that I'll move on.

Ms. **JUNGJOHAN**. I don't know. We certainly tried. As I mentioned, a public information committee. We did everything. We have our student governments come and we go to churches and explain it in the churches. We try to get new people, but maybe we get a few, but not as many as we should be receiving.

Senator **HARKIN**. Think about that some more. Joanne, on the CCFP Program, I'm interested in this. You said that the, the dollar reimbursement that a child care provider provides is taxable to that person.

Ms. **LANE**. Yes. We provide 1099's on what they receive each year and that is considered taxable income. The biggest problem comes with our AFDC people. Reimbursement comes approximately 2 months after they have incurred the costs of buying groceries for that month. That is counted on their AFDC reporting form as income.

Senator **HARKIN**. What are you saying, the child care provider, who is also getting AFDC?

Ms. **LANE**. Right.

Senator **HARKIN**. That the provisions you provide go on their AFDC form listed as income?

Ms. **LANE**. It seems to be perceived as income rather than reimbursement.

Senator **HARKIN**. I understand. Well now, that's interesting. Maybe, would you like to see that changed?

Ms. **LANE**. Yes I would.

Senator **HARKIN**. I never knew that. That's pretty interesting. You said that one of your child care providers served 113 snacks in December for $40.68 for which she can not receive reimbursement. Why is that?

Ms. **LANE**. It goes back again to a number of years ago when the ruling was made that a provider may receive reimbursement for two meals and one snack or two snacks and one meal maximum. And my concern is because the children are there 8 or 9 hours, it means feeding them another meal or snack. And that is not reimbursed. And I went through the records and pulled them for the month of December and it was 113 snacks that we couldn't reimburse.

Senator **HARKIN**. And again you have the problem that it is perceived as a welfare program rather than child nutrition?

Ms. LANE. Very much so.

Senator HARKIN. Do you have any problem with, answer this, let's say if I had a child in that day care center and I make over $25,000 a year, what would I have to pay for this feeding program?

Ms. LANE. It's a reimbursement for the costs and then the parent pays the child care giver the cost of child care with the understanding that the reimbursement for the food is coming through the Child Care Food Program.

Senator HARKIN. So the child care provider reimburses you?

Ms. LANE. We, the program reimburses them.

Senator HARKIN. And they just, I see. But you provide them with foodstuffs?

Ms. LANE. No. They purchase their own food.

Senator HARKIN. I thought——

Ms. LANE. Once a year commodities are delivered that go to the homes. We receive through the Department of Education a certain amount that is cash in lieu of commodities and then just once a year we have this shipment. I think Mr. Carman is going to be talking about that. But for the homes, it's only once a year.

Senator HARKIN. Have you personally visited many of these day care providers?

Ms. LANE. Yes.

Senator HARKIN. Let me ask you another question, it may not have any relevance at all. How many do you think of those, first of all, how many children do they take care of?

Ms. LANE. If it's a family day care center, they can take care of up to six. And their own preschool children are counted.

Senator HARKIN. How many of those homes would have a VCR?

Ms. LANE. Not very many.

Senator HARKIN. You don't think they do?

Ms. LANE. No.

Senator HARKIN. Less than half?

Ms. LANE. Less than half.

Reverend SMITH. Why?

Senator HARKIN. I'm just kind of working on a program that looks at some pilot projects. There seem to be a lot of people who do have these VCR's. They are relatively inexpensive and provide education programs, feeding programs, day care programs, this type of thing. Just a visual presentation, and very inexpensive. This came up just the other day at a meeting that I had, and someone was suggesting, they don't know how effective because I don't know how many people have VCR's.

Ms. LANE. A small number of our providers do.

Senator HARKIN. If you could make one change in the program, what would it be?

Ms. LANE. Probably that the reimbursement system, where it would not be counted as taxable income. The AFDC recipients would not have to claim it as income. The potential for the program, the potential for expansion of the program is tremendous in Iowa. As I said, there are roughly 4,000 homes that are identified as child care, but only 1,740 are participating in the program.

Senator HARKIN. Reverend Smith, I'm obviously very much aware of your area. How long have you been there?

Reverend SMITH. Since March 1987.

Senator HARKIN. In the Thayer and Murray area?

Reverend SMITH. Yes.

Senator HARKIN. I was born and raised there. Well, not too far from there. I'm well aware of that area. I guess the woman with six children who works at a local manufacturing company, if my figures are right, that's less than $7,000 a year. I assume that they also receive food stamps?

Reverend SMITH. Some, yes.

Senator HARKIN. Some food stamps and that. I was interested in what you said about you going in to apply for food stamps. Tell me more about it. Was that really a frustrating experience?

Reverend SMITH. It was interesting. To me it was frustrating in the sense that I was trying to view it from the perspective of some people I was dealing with, and the forms were one thing that I noticed. I was aware of them I guess primarily because, most of the time I sit at home with the kids and things, and I was getting feedback from the parents and teachers, simplifying the language. And I thought my language was simplified. And as I looked at those forms, I could see the potential difficulty. And the people that, those who are helping, seem to be short at times. Primarily because they are preoccupied with other things. I think also if I deal with people all day long, I get tired, too. And I found that kind of frustrating.

Senator HARKIN. Now Murray has a congregation?

Reverend SMITH. Yes. And I go to Lorimor. Murray three times a week and Lorimor once a week.

Senator HARKIN. Have you also had problems like Ruby getting people in?

Reverend SMITH. Yes. I have organized some carpools, and I'm going to be doing the same thing at Thayer. Another problem I didn't mention, and I am not sure if it's being worked on or not, the commodity situation. There was a time several months ago when the commodities were ceased being brought out due to a cutback on funds. I offered to go out and get them for Thayer and Lorimor and I was, couldn't do it because I was too young. Then I was going to pay someone to go do it and they had to do it on their own without taking money, and so I gave them a gift.

Senator HARKIN. If you could change one thing to the program what would it be?

Reverend SMITH. I think simplify the forms and provide more education in the area.

Senator HARKIN. More education on what's available?

Reverend SMITH. Yes. Where were you raised?

Senator HARKIN. Cumming. I had a cousin of mine who is also in the ministry who served in that area down where you are right now.

Anything else from you, Ruby, that you want to add?

Ms. JUNGJOHAN. I don't think so.

Senator HARKIN. Thank you all very much for coming. Keep up your fine work. As I mentioned before, this is the first of a series of hearings that we will be having around the Nation on hunger and related nutritional issues. I want to find out what the problems are and how we can solve the problems more effectively. How we can reach out to people who are hungry or malnourished in our society. Thank you very much.

Now we are a little bit behind. The next panel I would like to call is Don Maniccia, from Cedar Rapids. Chris Carman, from Cedar Rapids and Debra Reid from Marion. Karen Ford, executive director, from Food Bank of Iowa, Marcella Prevo, project director, American Home Finding, whose agency administers the Maternal and Child Health Program. Doris Bishop with the Waterloo Community Schools and Russ Proffitt with the Heritage Area Agency on Aging.

We are a little late so again I would ask you to try to keep your comments short. I'll keep my questions short. If you have written statements, they will be made a part of the record in their entirety. If you have them, I would like to see them, I guess I have some here, but we will just begin.

Don Maniccia, welcome and please proceed. If you take 5 to 7 minutes, I would appreciate it.

STATEMENT OF DON MANICCIA, HAWKEYE AREA COMMUNITY ACTION PROGRAM [HACAP], CEDAR RAPIDS, IA

Mr. **Maniccia**. I was asked to participate in the hearing and give an overview of what HACAP does.

I want to give you a little bit of background about myself. I have been involved in actual direct management at the local level of food programs for just about every type of program that you can think of funded by just about every type of group that you can think of for the last 12 years. I currently have operational oversight responsibility for the WIC Program in four counties with 2,600 participants.

In the congregate meal program we operate 20 congregate sites in 5 counties. We give home-delivered meals in the rural areas of five counties. We have the Child Care Food Program for 122 day care homes. We have child care food programs for 14 day care centers. We administer commodity programs in 6 counties using 60 volunteer sites that we have. USDA bonus commodities to do distribution on alternative months. But we participate in the Institutional Commodity Program for eight commercial sites that prepare food for a couple of day care centers and certify programs that we have. We are affiliated with Second Harvest in the Food Bank of Iowa for our food reservoir program that distributes food in eight counties. We have six rural food pantries in five counties and do screening for major church based food pantries in both Cedar Rapids and Iowa City and Marion. But we have a program called Share and Care, which is a multi-agency effort for Christmas baskets, seasonal food efforts, that reached 4,000, distributed 4,000 food baskets last Christmas. We have a small food stamp outreach program that after the President's speech last year, that is one of the main reasons why I think people weren't using the Food Stamp Program was that they weren't aware of it and we got the amount of $1,600 to make sure that they were aware of it. That is a pun, sir.

The Head Start Program in six counties has a nutrition component we are operating. We do a community meal program with churches here in Cedar Rapids for the homeless population. We are the administering agency for TEFAP assistance in four counties. And I think that we also have some feeder projects that are administered by Linn County and we provided the meals for that activity.

But in order to accomplish this work, we have to work with three different Federal agencies, four State agencies, six county governments and every agency on aging. United Way of America, United Way of Central Iowa, Second Harvest, 40 local business sponsors, 400 churches, 15 day care centers, 125 day care homes and 2,500 volunteers. That in essence, I believe, has been the place where the rubber meets the road in our nutrition efforts in this area. There are many other agencies in our area that are also part of the delivery of these systems, some of which are testifying today and some will give you more specifics today.

Last year we had over 40,000 individuals come to our agency through one of these programs that asked for help with food. Over 18,000 of those were children under 15. Every day people bring to my attention that there are people who are hungry. Most of my testimony is going to focus on why. Why with all these efforts, with all this concern, with the abundance of food that is presently in this country, do people still go hungry? I have some feelings that in many cases it is an issue that nobody is accepting responsibility for coordinating the idea of getting food to people. What we have, in effect, is a Ping-Pong game going on, about who is responsible for who, that we line people up either according to age, according to income, according to some other characteristic that every time a person of any significance or group of people are identified or, quote, falling through the cracks, somebody, and that there are enough constituency or political support can be generated around that, we generate a new program.

That we have a proliferation of programs and a limitation on what we are actually serving people. The people are focusing on the programs, the advocates focus on the programs, and very few people focus on the needs of the people. That people that hunger in our country is a symptom of something else. Malnutrition is a symptom of something else. It is generally a symptom of the lack of income to use the distribution system that we have to get food to people.

Our general distribution system for food is that you go to the grocery store to buy it. If you don't have income, you don't have enough money to go buy it, and that the poor in general have been greatly oppressed in terms of income supply. Other things that we know, if there are lack of skills and ability to use food supplies properly, whether we are talking about elderly populations or young people.

Particularly from my perspective, that many of the basic skills, that were transmitted in our society from generation to generation in terms of how to use food to make balanced meals for your family, have been destroyed. That type of education, that transmittal of basic survival skills in food and nutrition areas, are not being transmitted, particularly among the poor and new generations of the poor. Then there is the lack of physical and mental capacities of people to prepare food. That part of that is in the socialization area that people that are elderly people frequently and other people that aren't elderly, that are isolated, even though they may have the resources to get food, frequently don't have the motivation or just the wherewithal to go ahead and prepare that food for themselves. It's a lonely process to prepare a meal and prepare a balanced meal for yourself.

Again a part of the problem is that people need food in different situations. Quite frankly, our society knows how to provide this food to people in the variety of situations that meet their needs. Unfortunately we do not really focus on their needs and that we tend to break it up into little program groups that are targeted on specific populations rather than on specific needs.

That for people, the general poor, most of the general poor could very well manage their own food budget, they don't need a food stamp to tell them this is what you are going to spend this much of your income on food. They simply need the income. There are significant portions that do need those activities. We do that with the WIC Program right now where we target what people buy or what they use their food income on. We have a number of studies nationally that demonstrate that this program is highly effective, that it's in the best interest of the society to make that investment, both in terms of food supply and education. Yet we don't expand that type of a program.

I'll conclude with stating that the Federal programs should serve as a base for coordinating and complementing both efforts rather than acting as stand-alone activities. And that we could greatly enhance the supplies of food simply by using the Federal system to support those local activities, whether they be food distribution centers, et cetera.

Senator **Harkin**. Thank you very much, Don. If in the next few days if you get a change to submit a prepared statement please submit it to us.

Next I have on the list is Chris Carman. Are you also from Hawkeye?

Mr. **Carman**. Yes. I'm with the HACAP Program.

Senator **Harkin**. Welcome and please proceed.

STATEMENT OF CHRIS CARMAN, CCFP COORDINATOR, HAWKEYE AREA COMMUNITY ACTION PROGRAM [HACAP], CEDAR RAPIDS, IA

Mr. **Carman**. First of all I would like to thank you, Senator Harkin, for the opportunity to speak and also to thank the representatives from the Food Nutrition Service for attending today. I would like to preface my remarks just by noting that to date there hasn't been a comprehensive approach to national child care needs at the Federal level. I think this is something that the child care community really sees an increasing need for with nearly 60 percent of our children coming from families where there is either a single working mother, or a two-parent working family. Child care needs I think are a top priority for our country and it is important that those needs be addressed on the Federal level. I'm here today though to speak about my experience with the Child Care Food Program in terms of sponsorship of centers, nonprofit child care centers.

I feel that the Child Care Food Program center has been a very successful program. It's really one of the underpinnings for good child development that we find in the child care system. The USDA Child Care Food Program [CCFP] has had a major impact on the health and well-being of the young children in nonprofit day care centers and Head Start programs. And once again, I think the Head Start programs really depend on the Child Care Food Program heavily for that nutritional support. Without the Child Care Food Program, the Head Start programs really wouldn't meet the nutritional needs of the children who are enrolled. But through the Child Care Food Program, basic nutritional standards are maintained to ensure proper feeding of young people, and to reiterate what Joanne Lane said, many of these children easily do spend 10 hours a day in child care settings. In many cases it might be more than 10, depending upon the schedule of the parents.

I am the former director of two nonprofit centers that participated in the Child Care Food Program. One center in Iowa and another center in Colorado. And currently I am the coordinator for CCFP in HACAP's child care services. In these capacities, I have seen young children from low-income families literally "fill-up" on food while they are at the child care center, to compensate for an inadequate diet at home. The Child Care Food Program provides day care centers with a basic level of reimbursement for food, so that the children will receive proper nutrition despite any shortcomings in the other areas of the center's budget. And I think it is important that the food budget in a center operation be isolated from the other areas of the budget so that the budget is not balanced on the backs of young children.

Based upon 10 years experience, my observations concerning the Child Care Food Program are:

One, I feel that the reimbursement levels of CCFP are modest, though adequate, and they do not generally exceed the actual food costs involved. In this area I feel like there really is no fat that could be cut in the program.

Two, in my 10 years of experience there is a high degree of financial accountability in CCFP to ensure that Federal dollars are well spent.

Three, the Child Care Food Program is reviewed both by sponsoring nonprofit agencies, such as HACAP where they make regular visits to day care homes and we make regular visits to child care centers which are sponsored through HACAP. Also the State Department of Education here in Iowa also makes monitoring visits. So not only is there financial accountability but there is also close program reviews so that we are able to ensure that the proper types of meals and proper amounts of meals are being served to children.

Four, I do have a concern with day care centers which are not participating in the Child Care Food Program. Many that are not eligible to participate balance their budgets by cutting back on food costs. Children in these centers may not receive the proper amounts or types of food and can literally go hungry.

HACAP sponsors the Child Care Food Program for 120 family day care homes and 15 Head Start classrooms and child care centers. Nearly 600 meals per day are served to the children enrolled in these centers.

I feel, with the number of homeless families increasing, and a dramatic rise in the number of women and children in poverty, the Child Care Food Program is an essential USDA program which the Federal Government must continue to support.

The other remarks that I would like to make, concern some proposed changes in the infant meal patterns that were described in the Federal Register of December 31, 1986. I feel that if those meal patterns were implemented that they would align that infant meal feeding schedule more closely to the developmental stages that the young child goes through.

[The prepared statement of Mr. Carman follows:]

Submitted by Chris Carman/Hawkeye Area Community Action Program

Date: January 30, 1988

Testimony To The U.S. Senate Subcommittee On Nutrition And Investigations

To date, a comprehensive approach to national child care needs has not been formulated on the federal level. At a time when over 60% of all children have mothers in the work force, increased federal leadership and funding is needed.

It is important, however, to acknowledge the success of the USDA child nutrition programs in child care settings.

The USDA Child Care Food Program (CCFP) has had a major impact on the health and well-being of young children in non-profit day care centers and Head Start Programs. Through the Child Care Food Program basic nutritional standards are maintained to insure proper feeding of young children; many of whom spend up to ten hours a day in child care settings.

I am the former director of two non-profit centers that participated in CCFP, and the coordinator for CCFP in HACAP's child care programs. In these capacities, I have seen young children from low-income families literally "fill-up" on food while at the center, to compensate for inadequate nutrition at home. The Child Care Food Program provides day care centers with a basic level of reimbursement for food, so children will receive proper nutrition despite any shortcomings in other areas of a center's budget.

Based on ten years of experience, my observations concerning the Child Care Food Program are:

1) CCFP reimbursement levels are modest and do not exceed the actual food costs involved. There is no "fat" to cut in this program.
2) There is a high degree of financial accountability in CCFP to insure that federal dollars are well spent.
3) Regular CCFP program reviews, both by sponsoring nonprofit agencies and the State Department of Education insure that nutritional standars are maintained by participating centers.
4) Day care centers which are not participants in CCFP, do too often balance their budgets by cutting back on food costs. Children in these centers may not receive the proper amounts or types of food and can literally go hungry.

HACAP sponsors the Child Care Food Program for 120 family day care homes and fifteen Head Start classrooms and child care centers. Nearly 600 meals per day are served to the children enrolled in these centers.

With the number of homeless families increasing, and a dramatic rise in the number of women and children in poverty, the Child Care Food Program is an essential USDA program which the federal government must continue to support.

Submitted by Chris Carman/Hawkeye Area Community Action Program

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Senator **Harkin**. All right. Thank you, Chris, very much. I've got one question for you that I want you to think about until I get back to you. You said day care centers that are incorporated are not eligible to participate in the CCFP Program?

Mr. **Carman**. The CCFP Program is open to nonprofit child care centers. So if a center was privately owned, it would not be eligible to participate in the food program. One comparison that I think is interesting is the fact that for the USDA School Hot Lunch Program, my understanding is that now private schools may be participating.

Senator **Harkin**. Let me back up just a second, Chris. Let me get on with our next witness and maybe I'll get my questions answered.

Debra, thank you for coming. I have a copy of your prepared testimony. Please proceed.

STATEMENT OF DEBRA REID, MEMBER, CHILD CARE FOOD PROGRAM, MARION, IA

Ms. **Reid**. I have been a member of the Child Care Food Program for 7 years. During a 4-month decline in children at my day care home last year I worked as a substitute at a local day care center. One of the differences between the two was the meals. In a day care home registered with the food program, there are several foods we cannot count because of the low food value in them. We have the food chart that let's us know the required amount from each food group for a specific age. We are monitored three times a year. This is when we are serving a meal or snack. They check for the portions of each food group and that what is being served corresponds with our preapproved menus. If we made a change, we use our substitution list. The number of children are listed and checked with those who are registered for our home. Hygienic conditions are also watched for. If we have any question or problems, we are encouraged to discuss them or call in if something comes up later. We are required to attend an in-service each year. You can attend several as to your advantage.

We are learning new ideas and contact with others to exchange information with. The partial reimbursement helps keep our rates affordable. Food is our biggest expense. This enables us to provide good nutrition and teach the children about proper eating habits. In the child care center the meals were not like ours. There were no requirements on food amount. A child would receive a half or quarter of a sandwich. And if there was a child who was a fast eater, he would receive a second serving. But a slower child was too late and would be left hungry. At times the fruit would be Jello with a little fruit. The food portions were small. And there were several children, especially at preschool age, complaining of still being hungry. Protein sources were very small. An example would be stroganoff. This was mostly noodles, some sauce, a meatball cut up. Fish sticks were also used often. Snacks could be ice cream, cake, Kool-Aid. I feel that they were keeping expenses down by the amount and quantity of food.

With the food program we are teaching the children good nutrition from an early age as well as providing them with well-balanced meals. As a mother and a person who has to keep my nutritional intake balanced, the earlier you learn these habits the better. Proper education now prevents a lot of health problems later on.

Senator **Harkin**. So you have been, you've seen both sides of this. You've been in day care where they have been a participant in CCFP and in one that's not?

Ms. **Reid**. Yes.

Senator **Harkin**. And you say that the one that is in the program, definitely received better nutrition, better food?

Ms. **Reid**. Yes. Right.

Mr. **Carman**. This was a day care home in Deb's house. Deb operated from her home.

Senator **Harkin**. Now you said that if they were for profit they can't be eligible. My information is that they can be eligible. I don't understand that. Why would anyone run a day care in their home if they didn't make some money?

Mr. **Carman**. There is a difference in regulations for day care homes versus day care centers. A day care home is almost a de facto nonprofit operation in itself. Most home providers just basically break even. They are working for below minimum wage.

Senator **Harkin**. Now just a second. An individual in a house who takes in up to six children, including her own perhaps, and two, four a day. People pay, have their kids taken there, they get reimbursed through the CCFP. You are saying that they make zero dollars doing that?

Mr. **Carman**. It wouldn't be making zero dollars, but when you consider the length of day they put in, often 10 to 12 hours a day, we have home providers that work into the evening, their enrollment often fluctuates so they might be registered for six children. But on any given day—Deb can testify to this on any given day—if the child isn't in attendance or a parent is on vacation, they may have no one.

Senator **Harkin**. How much do they charge a week?

Mr. **Carman**. It varies. We've done surveys in this area and it varies from $40 a week per child to $55 a week per child.

Senator **Harkin**. That's what, 8, 9 hours a day?

Mr. **Carman**. More particularly 9 to 10 up to 12 or even 18 hours per day in some situations.

Senator **Harkin**. You would charge more for a longer time, right?

Mr. **Carman**. Yes. It's a situation, though, where the amount you charge really is determined by the market.

Senator **Harkin**. I think it's a technical problem. I think it's technical whether you are profit or nonprofit.

Mr. **Carman**. The distinction is for a child care center; nonprofit centers may participate in the Child Care Food Program.

Senator **Harkin**. Do you know what the average hourly rate would be for a day care provider? Have you ever figured that out? If you have so many children, and how many children and how many hours?

Mr. **Carman**. You mean an average based upon the varied attendance levels?

Senator **HARKIN**. How many day care providers do you have in your area?

Mr. **CARMAN**. 125.

Senator **HARKIN**. 125 day care providers?

Mr. **CARMAN**. Right.

Senator **HARKIN**. Do you know how many children they serve?

Mr. **CARMAN**. Yes.

Senator **HARKIN**. And you can go to each one of those and say how many hours a week do you put in, right?

Mr. **CARMAN**. Uh-huh.

Senator **HARKIN**. And you figure out what they are charging. Have you ever done that kind of survey?

Mr. **CARMAN**. We do a survey every year of the rates that they charge. We haven't asked them the number of hours. It's a different type of situation than a large child care center where you might have 50 children enrolled and have an owner who isn't directly involved in the day-to-day operation of the center, but is taking 10 or 15 percent off the top of the entire operation.

Senator **HARKIN**. Well, I think it might be interesting to find out what the hourly rate would be. It would be a very simple thing.

Mr. **CARMAN**. There has been a study. There was a study done by Iowa State University and they found that the child care worker made less money than animal attendants. People who took care of animals.

Senator **HARKIN**. No doubt about that. I'm going to take a break at 11 o'clock. So that's about 10 minutes from now. So we'll go ahead.

Next we have Karen Ford, an old friend of mine, from Food Bank of Iowa. I have visited with, and worked with her in the past. I haven't been in the food bank for over a year or a couple of years now. So, I welcome you here, and I would like to be brought up to date on how you see this issue, Karen.

STATEMENT OF KAREN FORD, EXECUTIVE DIRECTOR, FOOD BANK OF IOWA, DES MOINES, IA

Ms. **FORD**. Good morning, Senator Harkin, staff and guests. My name is Karen Ford and I am the executive director of the Food Bank of Iowa. A position I have held through the 5 years of the Food Bank's existence.

As the Second Harvest certified food bank in the State of Iowa much of my time has been spent in the recruiting of eligible charities, working on the solicitation of food and establishing and funding safe and sanitary warehouse conditions, plus the always present administrative tasks that one has to do.

Over the 5 years though I have occasionally had the chance to be able to leave the warehouse every so often and participate in an advocacy role representing nonprofit food providing organizations in the State.

Now some of this is kind of old information, but I was asked to share it so I will. In the winter of 1984 I was able to serve on the Governor's Statewide Advisory Committee on Commodity Food and Shelter Program. It was really an eye-opener to see how the Federal food programs were administered in the State of Iowa. The amazement was not so much in the administration at the State level, it was more in that paper that was presented. The Federal regulations that did not foster communication or efficient distribution. That had 12 programs going this way and a whole bunch of agencies doing it this way and then a whole bunch of information in the middle. And every time that one would ask why is it like that, the answer would invariably be Federal regulations. So after awhile, and just being sort of a logical outsider, we realized that the work of the committee probably would not change the bureaucracy as it was and the way that food did flow into our State, although we did make some comments and we did suggest some possible changes.

In order to get a feel for the attitudes in other areas of Iowa, Roz Ostendorf, of the Iowa Agency for Peace and Justice, and I went out and conducted some field hearings in five locations.

I went back and read those the other day and it was amazing that the recommendations from those meetings are still as pertinent as they were 3 years ago. Two of them, mainly I think reflected a fear. One of the guts of it was advocating for strengthening the Food Stamp Program, guarding against decreasing benefits or enacting more restrictive eligibility criteria. So even with what was talked about in rural areas, there was still that real fear that any more changes were harmful.

And then, because we did talk to food providers, there was always a desire for more food. And believe me, that has not changed over the last 3 years since we were out in the rural areas. They have many ideas, and one was expanding commodities. Another one was various means of transportation and a lot of ways to get food out into their areas. Also, at that time a discussion where the volunteers were becoming a bit tired because this looked like a permanent rather than a temporary situation. I think they have kind of resolved themselves to that, we don't hear that complaint any more.

Later in 1986, I was able to serve on the Iowa Hands Across America Committee, which was a lot of fun because we hadn't anticipated any additional money. Receiving money was a real bonus since the line didn't come through Iowa. We did something that I think has been appreciated by both the State and other government officials, by putting together an updated list of the 247 food pantries that exist in the State of Iowa. We had some very sophisticated people in Los Angeles who told us that food pantries would not be interested in anything like $107, and that we had a poor plan for distribution of the money. But actually 120 pantries responded, some of them with long letters of their needs and their wishes. Even though that money wouldn't fill all of it, just sort of the ability to communicate. And we did distribute $107 to 120 pantries. Then there also were larger grants to begin for about 30 projects. Many of them talking about housing, homelessness, and also two of the largest ones were about food stamps or education for the hungry and homeless and then a rural food stamp outreach project.

As the Doctor talked about earlier, the food bank was able to host a brain-storming session for members of the Harvard Task Force, and just listening to them in the van on the way to the airport was really an eye-opener because Dr. Brown was really impressed with what he had seen in Waterloo. So fortunately that did not come as big a surprise as perhaps those people would hope. So that is not a, what is the food bank, but that's sort of the other side of what we do in an attempt to gather and share impressions about hunger in the State of Iowa. And soon we should have a computer for at least a little more scientific analysis which is what the national staff calls for.

As I said previously, the Food Bank of Iowa is a little over 5 years old. In that time we have distributed approximately 8 million pounds of donated products, both food and nonfood. Unlike a food pantry that provides food to individuals, or families for 3- to 5-day supply, the food bank operates out of a new, 26,250 square foot warehouse. The nonprofit tax-exempt organizations who have a use for food are our customers. The goal of our agency is to seek as much donated product as possible and distribute it as effectively and efficiently as we can with limited staff. The major challenge we face is the problem of everyone in the room, and that is money. We cannot fully operate without a cooler and freezer and that is $40,000 alone. Continually securing food is an effort and more of a responsibility as the agencies come to depend on us. I was told by a manager of a group home that they regularly spent $150 to $175 a week on groceries. He secured yesterday 1,740 pounds of food at 10 cents per pound, which at the food bank would be $174. His pickup was dragging. So since he comes about once a month. You know that with a variety of food the food bank could be used even more.

That is why we are interested in being a demonstration project for the institutional commodities. In fact, Second Harvest, the Nation's food bank network, could serve as one large project.

Why is this important?

One, because of our ratio of food provided to money spent. Food bank's ratio is 16 pounds of food distributed for every donated $1 dollar spent.

Two, because we are the largest organized food bank network.

Three, we maintain rigid standards of food handling and recordkeeping.

Four, all charities we serve are bonafide.

I am also frustrated to be constantly asked how big the hunger problem is. I don't see why I have to answer that. I don't see why anybody in this room has to answer that. I would ask that the Federal Government use its mighty resources to determine the extent of hunger in America. Things like that, it seems to me, would be the only entity that could get that done.

I would also ask that the incentive for charitable deductions be increased, or at least enhanced. I don't always find the community caring enough to sway company officials to donate. It seems to me more and more are being confronted at the bottom line. If the Government encouraged it with actions rather than the donating part, rather than just words it would be very helpful.

I am also, this is a little sidelight. I sent out, I'm the chairman of the Public Policy Committee of the central region of Second Harvest, and I sent out a survey to the Presidential candidates on the issue of hunger and seven of them responded. Some of their answers were short and some of them are very elaborate and long.

They reminded me of a quote from the Physician Task Force on Hunger but basically the response was that America has the resources and ability to end hunger. We don't lack financial resources and we don't have hunger because we don't know how to end it. Through a very recent experience, we are certain that we can end hunger if we wish to do so. Thank you, Senator.

[The prepared statement of Ms. Ford follows:]

Prepared Statement of Karen Ford, Executive Director, Food Bank of Iowa

Good morning Senator Harkin, staff and guests. My name is Karen Ford and I am the Executive Director of the Food Bank of Iowa. A position I have held through the 5 years of the Food Bank's existance.

As the Second Harvest certified food bank in the state of Iowa much of my time has been spent in the recruitment of member agencies, solicitation of food and establishing safe and sanitary warehouse conditions plus the always present administrative tasks.

Over the five years though I have occasionally been able to leave the warehouse and participate in an advocacy role representing non-profit food providing organizations in the state.

In the winter of 1984 I was able to serve on the Governor's Statewide Advisory Committee on Commodity Food and Shelter Program. It was really an eye-opener to see how the federal food programs were administered in the state of Iowa. The amazement was not so much the administration at the state level but rather federal regulations that did not foster communication or efficient distribution. It appeared after study this was an entrenched federal bureaucracy and one a committee's comments wouldn't change. In order to get a feel for attitudes in other areas of Iowa, Roz Ostendorf, Iowa Agency for Peace & Justice and I conducted field hearings in five locations.

The recommendations from those meetings are still as pertinent today as three years ago. Two of them were:

That those individuals who hold government offices continue to use the power of their offices during the coming federal budget process to advocate for strengthening the food stamp program, guarding against decreasing benefits or inacting more restrictive eligibility criteria. It is recommended that any efforts to dismantle the federal food stamp program with optional state participation or block grant funding not be supported. People in Iowa are not as concerned about food stamp fraud, as they are worried that more and more people who need food stamps aren't making application for them. The food stamp program provides a nutritional basis for families that no surplus commodity or private sector feeding programs can provide and is in the best interest of Iowans to have the federal food stamp program adequately funded.

That the state consider expanding the surplus commodities available to private sector feeding organizations using the food bank network, to distribute commodities both surplus and institutional that are not desirable for mass distribution.

Later in 1986, I was able to serve on the Iowa Hands Across America Committee. Receiving money was a bonus since the line didn't come through Iowa. We did something quite different. At the Food Bank we put together an updated list of 247 food pantries in the state with 120 pantries responding with their needs. $107.22 was sent to each of those who responded. No one suggested they did not need the monetary assistance. Grants were also given for legal education for the hungry & homeless, rural food stamp outreach project, etc.

I also had a part last summer in planning the itinerary and hosting a brainstorming session for members of the Harvard Task Force on Hunger.

Their conclusions of need in the state of Iowa came as no surprise.

So as you can see myself, representing the Food Bank of Iowa attempts to gather and share impressions about hunger in the state of Iowa. Soon we should have a computer for a more scientific analysis.

As I said previously the Food Bank of Iowa is a little over five years old. In that time we have distributed approximately eight million pounds of donated products, both food and non-food. Unlike a food pantry that provides food to individuals or families for a 3-5 day supply, the Food Bank operates out of a 26,250 sq. ft. warehouse. The non-profit tax-exempt organizations who have a use for food are our customers. The goal of our agency is to seek as much donated product as possible and distribute it as effectively and efficiently as we can with limited staff. The major challenge we face is the completion of a $200,000 capital campaign for leasehold improvements. We cannot fully operate without a cooler and freezer and that is $40,000 alone. Continually securing food is an effort and more of a responsibility as the agencies come to depend on us. I was told by a manager of a group home that they regularly spent $150-175 a week on groceries. He secured yesterday 1,740 pounds of food at 10 cents per pound which at the Food Bank would be $174. His pick-up was dragging. So since he comes about once a month. You know that with a variety of food the Food Bank would be used even more.

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I am also frustrated to be constantly asked how big the hunger problem is. I would ask that the federal government use its mighty resource to determine the extent of hunger in America.

I would also ask that the incentive for charitable deductions be increased. I don't always find the community caring enough to sway company officials to donate. If the government encouraged it with actions rather than just words it would be so helpful.

I was very heartened when I sent out surveys in the name of the Public Policy Committee of the Central Region of Second Harvest. 13 surveys went out, 7 were returned. Some answers were short, some were elaborate and long. They reminded me of a quote from the Physicians Task Force on Hunger:

"This nation has the resources and ability to end hunger...America is not a poverty stricken Third World Nation caught between the pincers of a poor economy and inadequate food supply. To the contrary, we produce enough food to feed our people, probably several times over...

"Neither do we lack the financial resources to end hunger in this land. Ours is probably the strongest economy in the world...

"Neither do we have hunger because we don't know how to end it. Through very recent experience, we are certain that we can end hunger if we wish to do so...

"All that remains now is the political will."

Thank you Senator for allowing me to testify this morning.

Senator **Harkin**. Thank you very much, Miss Ford. Well that, the demonstration projects, those were recently passed and the President just recently signed those [H.R. 1340]. So that is the one you are talking about.

Ms. **Ford**. Right.

Senator **Harkin**. I visited your food bank a couple years ago. Has the demand stayed about the same since then, has it decreased, are you still serving as many as you did?

Ms. **Ford**. Well, because of our desire to serve the whole State and to be able to have more product available, that's where we moved into a five times larger facility.

Senator **Harkin**. I remember the time you had trouble with transportation.

Ms. **Ford**. That is still a problem.

Senator **Harkin**. We talked about getting the National Guard involved, they had been in Missouri.

Ms. **Ford**. Well, they did move us when the time came, they did that.

Senator **Harkin**. Has that been an ongoing thing? Do you utilize them on any kind of an ongoing basis?

Ms. **Ford**. We have some ideas, but trucking hadn't been one of them. It's a big ticket item—$3,000, $4,000 a month.

Senator **Harkin**. And you do go all over Iowa?

Ms. **Ford**. All over the country.

Senator **Harkin**. Getting food and stuff?

Ms. **Ford**. Right.

Senator **Harkin**. How much of your food is privately donated?

Ms. **Ford**. Well, it is all privately donated but you mean locally as opposed to nationally?

Senator **Harkin**. Yes. How much do you get just locally?

Ms. **Ford**. Probably, it's not real good. Probably 30 percent.

Senator **Harkin**. And the rest is from the big food chains, distributions?

Ms. **Ford**. Yes.

Senator **Harkin**. OK, thank you very much. I'm going to take, if you'll excuse me, I'm going to take a quick break for just about 7 to 10 minutes and I'll be right back.

[Recess taken.]

Senator **Harkin**. The subcommittee will resume the hearing. Thank you all for your indulgence to accommodate the press.

Next let us turn to Marcella Prevo, American Home Finding, administering the Maternal and Child Health Program of Ottumwa, Iowa. I am very interested. You run a very fine operation. Welcome to the subcommittee and please proceed.

STATEMENT OF MARCELLA PREVO, PROJECT DIRECTOR, AMERICAN HOME FINDING, MATERNAL/CHILD HEALTH PROGRAM, OTTUMWA, IA

Ms. **Prevo**. My name is Marcella Prevo. I am the project director employed by American Home Finding. Our agency administers the WIC Program, Maternal/Child Health Program and the OB Indigent Program serving a 10 county rural area. We contract with the

Iowa State Department of Health to provide the services of these programs to our eligible population.

The main purpose of our programs is to provide nutrition intervention, preventive health care, education, counseling and referrals through the WIC program, Maternal, and OB Indigent Program. Our service area is a very high poverty area in the State of Iowa. The rate of poverty produces many problems for the population. Hunger and medical care being two of the major problems for families in our service area. In addition to the hunger and the medical care, our people have a real problem with transportation. Even if our services are available, it's real difficult for some of our families to get into our service area.

Our agency provides services to 10 counties and we travel to those 10 counties monthly. We are there 1 to 5 days a month. Which makes it also very difficult for our participants because if we are only there 1 day a month, they have a real difficult time getting into the center on that day. We also, because our services are so rural and there are a lot of different agencies that are serving the same 10 county area that we are in, and we have also integrated with other community agencies such as the Area Education Agency, Specialized Child Health, Department of Human Services and the local Head Start programs.

In order to integrate, we have had a lot of problems, but also a lot of successes. One example, we had a child coming in to the specialized child health clinic. On the day that he was there, because he was also enrolled in our WIC Program and the Child Health Program, we were able to serve that family by several agencies and a common staff. We have the working concept that shared staff is real successful. That child was seen by the physician in specialized child care, diagnosed as a failure to thrive, which also means documentation for our WIC Program to put him on the program for the special child. We were able to give him additional services. Because he was there we were able to provide him with immunizations, hearing and a vision test. The family was there for 1½ hours and maybe 2 hours, but they received a lot of services. Because the physician wanted to have a followup, through our WIC Program we were able to do followup monthly and report back to the physician, thus the family did not have to drive that additional 40 miles.

So in addition with other agencies, that can be real successful and helpful to the participants and it also reduces a lot of problems with our staff. With timeframes, funding, facilities large enough to provide services in. One big problem that we have encountered is confidentiality. Trying to share information with other agencies. We've asked the attorneys general opinion on sharing some demographic information, basically name, age, birth date, parent's name. This is information that all agencies need and we would like to be able to share this information and we will not have to put the patient through all this duplication of services.

The other thing that we have encountered is a transportation problem in our particular agency. It's not as bad as with some other agencies, but with our particular agency it's real difficult because we travel daily. This really creates a lot of problems. We have a lot of staff burnout. We don't have enough time to do a lot of our paperwork because we are on the road every day.

There is one thing that I would like to say about the WIC Program. If there is any way that more administrative money could be available, it really would be great because we need the administrative money to serve the highly rural population that we have out there. And I have experienced quite a few things over the past few months, one of them being with the staff burnout, we have a high turnover in staff. Our dietitians have to be licensed and that has been real difficult for recruitment of dietitians but it's not something that we can't overcome. It's just a difficulty right now.

Our programs, the basic programs that we have in our agency all have different Federal guidelines as far as counting the eligibility, and that's real difficult when you have, my staff is called to work in all three of our programs. I think that if there was any way that we could have some continuity in keeping households and poverty levels, that would help a lot of the agencies, also. The Maternal/Child Health and WIC programs are providing services that are not otherwise available to these low income populations. We recognize that nutrition status and proper health care are very important during critical stages of growth and development. This investment in health and development of families does pay dividends in the later years, and I think that is something we all work for. I want to thank you for the time given me and the opportunity to testify at your hearing.

[The prepared statement of Ms. Prevo follows:]

U.S. Senate Agriculture Committee
Subcommittee on Nutrition and Investigations

Marcella Prevo
American Home Finding
317 Vanness
Ottumwa, IA 52501

I am the Project Director employed by American Home Finding. Our Agency administers the WIC Program, Maternal/Child Health Program and the OB Indigent Program serving a 10 county rural area. We contract with the Iowa State Department of Health to provide the services of these program to our eligible population. Our Agency operates with the philosophy that each person is an individual with a unique set of circumstances, experiences, dignity and worth.

The main purpose of our programs are to provide nutrition intervention, preventive health care, education, counseling and referrals through a supplemental food program and health care programs to low income people. Our service area has one of the highest levels of poverty in the state of Iowa with families below 150% of poverty ranging from 15-37%. The state average is 18.5%. The average percentage of person unemployed in our area in 1986 was 9.54%, ranging from 6.5% - 14%, according to Iowa Department of Job Service CPS Rate. The state average was 7.7% and national average 7.1%. The high rate of poverty produces many problems for this population. Hunger and medical care being two major prob~~lems for the~~ families in our service area. In addition, because our service is very rural, transportation is also a major concern for most families. Even if the services are available, it may be difficult for some families to get to the service center.

Our agency provides services to the ten county area by traveling to each county one to five days per month. Therefore, part of our staff must travel all but three days per month, while the other part of the staff are providing services in the Central Office. Two of the three days per month that we do not have a team traveling, the entire staff conducts clinics at the Central Office. We have integrated our clinics and programs to offer our patients the most services at one visit. A patient may come into our office site and will receive their WIC checks, a well child exam or an prenatal exam at the same visit. This has helped to reduce the cost of travel to the patients. We have also integrated with other community agencies such as Area Education Agency, Specialized Child Health, and Head Start programs so that staff from those agencies will be at our site to provide services to the patients at that visit. We have also developed a shared staff concept whereas we may be able to assist another agency in some follow and save the patient travel and time to another site or city for services. An example: Specialized Child Health only conducts clinics in two of the ten counties. They had a patient coming to the office that would have to drive 40 miles each way to that office. Through the Department of Human Services, transportation was provided to that patient. This patient was also enrolled in the WIC and Child Health program. When this patient came to the appointment, the physician at Specialized Child Health examined the patient, which supported the WIC program to make this patient a special child. This child was a failure to thrive and needed additional services. The WIC program was able to provide the service by giving this child a combination infant and child food package consisting of formula, juice and cereal in addition to the extensive counseling and education. This child was also enrolled in the child health program so we were able to provide immunizations, laboratory testing (hct. & urinalysis), and hearing testing at this one visit. Because this patient needed to have monthly monitoring of weight, our staff was able to provide monthly weight checks, counseling, education and support for this family in their county of residence and patient did not have to travel the 80 miles every month. This information was reported to the physician at Specialized Child Health and a joint plan of care was developed and carried out through these integrated services. This is just one example of how our integrated services have helped the patients by providing comprehensive ~~services in one visit~~.

Integrated services are usually very beneficial to the patients but does increase the time a patient has to stay at a clinic at one time. This has presented problems for parents if they have other siblings with them or at home in someone elses care especially if they are paying for that care. Integrated services encumber a lot of problems for the staff and Agencies involved with these services. Confidentiality in sharing information with another Agency serving the same patient is a real problem. There needs to be some way that at lease demographic information could be shared with another agency in regard to a mutual patient. This would not only help the other Agency but reduce the time and cost of duplication for the Agency and the patients. All agencies need the basic information of name, address, phone number, parent's name and birth date. It is the hope and desire of the Agencies serving patients in this area to have a ruling from the Attorney General that this information can be shared when needed without a release of information form signed by the patient. All other information would need a release of information form signed except demographic.

Within the services provided through the programs administered by our Agency, we have encountered several problem areas in meeting the needs of the children and women in our area. As previously stated, we are serving a high proverty geographical area. Therefore the need for service is great. In the WIC program, we are serving approximately 34.9% percent of the eligible population in our service area. One reason that this percentage is low is due to the transportation difficulties that are patients have in getting to a clinic site. Even if we are in their county of residence, they may still have to drive 20 miles to that site to receive services on a day that is not convenient for them because they may not have an automobile, some one to drive them to clinic, gas to operate their automobile and it is too far to walk especially with children. Traveling is also a problem for the Agency because of the limited number of staff you have available, the travel time involved to and from a clinic site, and the limited number of days you have available to travel because of the few number of staff. If more administrative money was available to allow the Agencies to employee additional staff, our services would be more available to the eligible population especially in the rural areas. Also, because the staff has to travel every day, it leaves very little time for paperwork and planning. Because of the number of clinics that we must conduct monthly, if you do not travel, you are working in a clinic at the central office. This still leave very little time for paperwork and planning. This is a great contributer to staff "burn out" which creates a large ~~number of staff turn over. The~~ need for these services are so great that the services must be more available to the low income population. If more staff was available, clinic sites and services would be more available to our patients. This has also been a contributing factor as to why children are falling through the cracks so to speak. If the service you are seeking is available one day per month for six hours in the county that you reside, it may be impossible for you to obtain those services because you are unable to get to that clinic. Your only other choice is to drive an additional 25-70 miles each way to obtain these services of which transportation may be a problem. Another problem with the availability of staff is if someone calls in sick, you may not have another staff person available to send in that person's place. Therefore, your services may be even more limited on that day in a particular clinic. Because of budget restraints, it is very difficult to expand clinic hours because the budget does not allow you to pay overtime and it is almost impossible to provide comp time to the staff when you need the staff you have every day for eight hours.

Another obstacle that most WIC Agencies have been faced with in the past year has been the recent requirement for licensure for dietitians in Iowa. This has been a problem for recruitement of dietitians and many agencies have been faced with the problem of not finding dietitians eligible to work in the WIC program. For several months, our Agency was short of dietitians staff. This also hendered the services we were able to provide to the eligible population. If other staff could be trained to gather information for the dietitians, teach education classes and change a food package, this would help free up some of the dietitian's time and allow them more time for assessments and counseling. It would allow them more time to spend with the high risk patients in doing follow up.

The WIC program and Maternal/Child Health programs have changed guidelines and requirements for the programs that makes it difficult for integrated clinics. For example: the poverty level for WIC is now at 185% of poverty whereas M/CH is at 150% of poverty. M/CH has a sliding fee scale up to 250% of poverty. This has not really presented too much of a problem for the staff or participants. However, the method in which you count the household income is a real problem for the staff and very confusing for the participants. In the WIC program a household refers to a group of related or non-related individuals who are living together as one economic unit and sharing living costs such as rent, utilities, food etc. You use the total gross income from all sources. In Maternal/Child Health program the household refers to anyone living in the household who is related to the patient by ~~birth, marriage,~~ or adoption. The unborn fetus will be counted as a family member. You use the total gross income from all sources. Therefore, if for example: you have a pregnant woman enrolling in both WIC and Maternal Health living with a boyfriend who also has two children from a previous marriage living with them in the same household and boyfriend is working earning $12,000 per year and the prenant woman is also working earning $5,000 per year. For the WIC program you would figure a household of four (2 adults and 2 children) with a gross income of $17,000. The WIC guidelines for a family of four is $20,720 so the pregnant woman and the children if under 5 years of age would be eligible for the WIC program according to their financial status. In Maternal/Child Health program you could not count the income of the boyfriend because he is not married or related to the pregnant woman, therefore you would count only her income of $5,000 for a family of two (prenant woman and fetus). The financial guidelines for M/CH for a family of two is $11,100 which would make the woman eligible for the program. However, after the baby is born, you would count the boyfriend's income because he is the father of the baby which would make the household increase to three. The guidelines for a family of three is $13,950 therefore the family would be on a sliding fee scale for the Child Health program. This new born infant would be eligible for WIC because you would count everyone in the household making a total number of five. The guidelines for a family of five in WIC is $24,235. This is very difficult for the staff to keep straight working in the programs and even more difficult to explain to a patient how you figure households and income. It would make it much easier if there could be some continuity for all federal and state funded programs to operate in serving the eligible population.

It is my opinion that the Maternal/Child Health and WIC programs in the State of Iowa are providing the services that are not otherwise available to the low income population. We recognize that nutritional status and proper health care are very important during critical stages of growth and development. This investment in the health and development of families pays many dividends in later years.

Senator **HARKIN**. Thank you very much. I was just telling Mr. Andros, that one thing that really impressed me was the progress the children make in the integration of services. Thank you for coming here.

Doris Bishop, thank you very much for coming. I appreciated the opportunity to participate in the workday here last fall. Very enlightening. I was much taken by the professionalism of the people that run the school food service program, the dedication with their overall commitment to just ensuring the success of the program. I was greatly heartened by it.

Mrs. **BISHOP**. It was very delightful for us. And if you ever need a job recommendation, our kitchen manager would be glad to give you one.

Senator **HARKIN**. Thank you for coming. Please proceed.

STATEMENT OF DORIS BISHOP, ASSISTANT DIRECTOR, FOOD SERVICE DEPARTMENT, WATERLOO COMMUNITY SCHOOLS AND SECRETARY OF THE AMERICAN SCHOOL FOOD SERVICE ASSOCIATION, WATERLOO, IA

Mrs. **BISHOP**. I am Doris Bishop, assistant director of the Food Service Department for the Waterloo Community Schools and also secretary of the American School Food Service Association. I want to thank you for this opportunity to testify as to the value of the school and summer feeding programs in the lives of the children of our city, and I also want to thank the people from Washington and Denver for being here with us.

You have heard Waterloo, Iowa described as one of the Midwestern cities hardest hit by the farm income crisis. The city has been dealing with extensive and extended unemployment, even among people who formerly held jobs.

The effects of this have been very evident in our school lunch program. In 1981 we were feeding about 8,600 students a day, 37 percent of whom were on free or reduced priced meals. And we thought that was a lot. By 1984, as our city began to lose jobs and population, we were feeding only 7,500 students, but 51 percent of these meals were free and reduced price. When we went over that 50 percent figure, this was a great shock for us in formerly prosperous and independent Iowa. It was even more of a shock to find a higher percentage, up to 70 percent in some of the small rural school districts of Iowa. For many families, the assurance that their children could get one nutritious hot meal a day at school suddenly became an important part of their survival plan. The 33 percent cut in Federal funding which the Child Nutrition Program experienced in 1981 had required a rise in the price of school meals at that time, but we have not raised our prices since. We have taken steps to reduce costs as much as possible, including maximum use of the many farm commodities offered to us, because we are very much aware of the families in our community now trying to support themselves on such low-paying jobs as they can get. And I might say that we look forward to the forthcoming improvements in the USDA commodity distribution system to which USDA is now committed as a result of H.R. 1340, Public Law 100-237.[2] We are very grateful that that law passed. We feel it's important to keep the cost of meals low for all of our children.

We are now serving 7,400 meals a day 58.2 percent of which are free or reduced-prices meals. This indicates to us that much of the farm belt recovery has not yet come to Waterloo, Iowa.

I would like to tell you something about our summer feeding program, which is also very important to the health and welfare of the children in our city.

We've had some small summer feeding programs in Waterloo for a number of years, but in 1985, as the number of needy children became more evident, community and church groups realized that they just did not have the facilities or expertise to expand the program in places where it was needed. The Child Nutrition Division of the Iowa Department of Education asked us to start a program. We recruited some of our regular employees, many of whom needed summer work to support their own families, and began what we thought would be a 6-week program, serving perhaps 300 children. Well, if you heard Dr. MacQueen refer to a program here this morning, this is the program he was talking about. That first year we fed an average of 1,600 children a day, and we continued the program for 4 more weeks, because the need was so obvious. The next year every one of the women who had worked in that program came back and worked the next summer, partly because they needed to, and partly because the need by the children was so evident to them. With the cooperation last summer, we served approximately 800 breakfasts and 1,800 lunches a day at 28 sites over a 10-week period. With the cooperation of our Park Department and community agencies we serve meals in parks, schools, playgrounds, and in summer activity centers like the YWCA and Girls' and Boys' clubs. We go where the children are and they flock to us. Young children get up early in the morning to walk to the park for breakfast, and they come back again at noon, lined up by the time the delivery truck comes. We serve the same types of breakfasts and lunches as during the school year, including three hot lunches and two cold lunches a week. They are predished in polyfoam trays and shipped in insulated boxes.

The park or playground environment seems to be a good place for feeding children. There is less plate waste, even of some items that are not too popular when served in the regular school lunch. And I told the Senator that even peas go better in the park than they did in regular school. He tried very hard to sell our children on the benefit of peas when he visited one of our school production sites. The children are amazingly well behaved, considering that there is no supervision on the site other than the ladies who are serving the meals or an occasional visit by site supervisors. In fact, the most discipline problems seem to come when the program is brought into a school gym or other building. Some parents are very grateful for the program and come regularly with their children, staying to socialize and supervise. Many other children, often very young ones, come unaccompanied and give every appearance of being on their own throughout the day. We have high participation on Mondays, which indicates to us that the children are hungry. Another indication of need is that our customers come to the serving areas even in the rain to get their meals. They have needs.

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[2] The Commodity Distribution Reform Act and WIC Amendments of 1987, signed by the President January 8, 1988.

Service during inclement weather is one of our problems. The service areas, of course, have to be within walking distance of the children. In some cases, there is no shelter available in the park or neighborhood facility where some of our largest numbers of children, up to as many as 250 per site, are fed. Federal regulations require that meals must be consumed onsite. Iowa weather is notoriously unpredictable. Generally the food has been prepared and shipped before the state of the weather at serving time is known for sure. It is our belief that children get just as hungry on cold, rainy days as on sunny days, and that if they come to the park for their food in the rain, they should, on those days only, be allowed to take the meal to a comfortable place to eat. We feel regulations on this point should be modified and clarified.

Senator, you have in your hands a packet of materials containing information about the Child Nutrition and Summer Feeding programs in Iowa. We would ask you and your committee to particularly notice the summary of agricultural commodities purchased in Iowa (that's on page 8),[3] and the economic impact of the total program of nearly a quarter of a billion dollars, including $42 million in wages to food service employees through the year, and $36 million in local food purchases (that's on page 4).[3] This is an important business in Iowa, it benefits many segments of the population, and it is essential to the health and welfare of our children.

I guess I would like to say also that I have been very impressed by what I've heard from these other agencies this morning. We like to receive healthy children into the school system to be educated and fed. My own mother is one of those who is able to remain in her home because of the elderly feeding program. Thank you.

Senator HARKIN. Doris, thank you very much. I am really impressed by the summer feeding program, and was just talking to Mr. Andros about it. Later on I want to ask you if you know of others who are involved in this. It's my impression, not my knowledge, but it's my impression, based upon limited knowledge, that most of the summer feeding programs that we have in areas like Washington, D.C. and in others, are summer feeding programs that take place inside of a building, either a school or something like that. So I was impressed by the idea of having it out in the open park or playground, that type of thing. What you are saying is that they seem to be more apt to participate on that basis than if they have to go inside.

Mrs. BISHOP. The atmosphere is much nicer. They come and get the food and go sit under a tree with their friends or siblings and generally they eat their lunch and go on home. It's just a good program.

[The prepared statement of Mrs. Bishop follows:]

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[3] See pages 171 and 167 for referred to material.

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WATERLOO COMMUNITY SCHOOLS
WATERLOO, IOWA 50701

DEPARTMENT OF SCHOOL FOOD SERVICES
6028 Kimball Avenue

1. Testimony Given January 30, 1988 - Cedar Rapids, Iowa

2. Who Benefits From the School Lunch Program

3. Who Benefits From the Summer Feeding Program

4. State of Iowa National School Lunch Program Participation

5. State of Iowa Child Care and Summer Feeding Participation

6. Waterloo National School Lunch Program Participation

7. Cedar Rapids National School Lunch Program Participation

8. USDA Commodity Purchases in Iowa

9. USDA Commodity Use in Children's Programs in Iowa

10. Statement on Implementation of Dietary Goals

11. What the Surveys Say

12. State of Iowa Agriculture

I am Doris Bishop, Assistant Director of the Food Service Department of the Waterloo Community Schools and also Secretary of the American School Food Service Association. Thank you for this opportunity to testify as to the value of the school and summer feeding programs in the lives of the children of our city.

As you may know, Waterloo, Iowa, is one of the midwestern cities hardest hit by the farm-income crisis. Employment at our major industry, John Deere Operations, has dropped from 16,000 to 6,000. The Rath Packing Company has closed, with a loss of 2,000 jobs. Smaller industries and businesses related to these major employers have also reduced operations or closed permanently. The city is dealing with extensive and extended unemployment, even among people who had held good jobs before.

The effects of this were very evident in our school lunch program. In 1981, we were feeding 8,583 students a day, 37% of whom were on free or reduced priced meals. By 1984, as our city began to lose jobs and population, we were feeding only 7476 students, but 51% of these meals were free and reduced price. This was a great shock to us in formerly prosperous and independent Iowa. It was also a shock to find even higher percentages (up to 70%) in some of the small school districts of rural Iowa. For many families, the assurance that their children could get one nutritious hot meal a day at school suddenly became an important part of their survival plan. The 33% cut in Federal funding which the Child Nutrition Program experienced in 1981 had required a rise in the price of school meals at that time, but we have not raised our prices since. We have taken steps to reduce costs as much as possible, including maximum use of the many farm commodities offered to us, because we are very much aware of the families in our community now trying to support themselves on such low-paying jobs as they can get.

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They are barely above the eligibility standards which would qualify them for free meals.

We are now serving 7400 meals a day, 58.2% of which are free or reduced-price meals. This indicates to us that the much-discussed farm belt recovery has not yet come to Waterloo.

I would like to tell you something about our summer feeding program, which is also very important to the health and welfare of the children of Waterloo.

There had been small summer feeding programs in Waterloo for several years, but, in 1985, as the number of needy children became more evident, community and church groups realized they did not have the facilities or expertise to expand the program to the places where it was needed. The Child Nutrition Division of the Iowa Department of Education asked us to start a program. We recruited some of our regular employees, many of whom needed summer work to support their own families, and began what we thought would be a six weeks program serving perhaps 300 children. That first year we fed 1600 children a day and continued the program four extra weeks, because the need was so obvious. Last summer, we served approximately 800 breakfasts and 1800 lunches a day at 28 sites over a 10 week period. With the cooperation of our Park Department and community agencies, we serve meals in parks, schools and playgrounds and in summer activity centers such as the YWCA and Boys and Girls Club. We go where the children are, and they flock to us. Young children get up early in the morning to walk to the park for breakfast, and they are back again at noon, lined up by the time the delivery truck comes. We serve the same types of breakfasts and lunches as during the school year, including three hot lunches and two cold lunches a week. They are pre-dished in polyfoam trays and shipped in insulated boxes.

The park or playground environment seems to be a good place for feeding children. There is less plate waste, even of some items that are less popular when served in a regular school lunch. The children are amazingly well behaved, considering that there is no supervision other than the ladies who are serving the meal and unscheduled visits by site supervisors. In fact, the most discipline problems seem to come when the program is conducted inside a school gym or other building. Some parents are very grateful for the program and come regularly with their children, staying to socialize and supervise. Many other children, often very young ones, come unaccompanied and give every appearance of being on their own throughout the day. We have high participation on Mondays, which indicates to us that the children are hungry. Another indication of need is that our customers come to the serving areas even in the rain to get their meals.

Service during inclement weather is one of our problems. The service area must be within walking distance for children. In some cases, there is no shelter available in the park or neighborhood facility where some of our largest numbers of children (up to 250 per site) are fed. Federal regulations require that meals must be consumed on site. Iowa weather is notoriously unpredictable. Generally the food has been prepared and shipped before the state of the weather at serving time is known for sure. It is our belief that children get just as hungry on cold, rainy days as on sunny days, and that if they come to the park for their food in the rain, they should, on those days only, be allowed to take the meal to a comfortable place to eat. Regulations on this point need to be clarified.

You have in your hands a packet of materials containing information about the Child Nutrition and Summer Feeding programs in Iowa. We would ask you to particularly notice the summary of agricultural commodities purchased in Iowa and the economic impact of the total program of nearly a quarter of a billion dollars, including 42 million in wages to food service employees and 36 million in local food purchases (page 4). This is an important business in Iowa, it benefits many segments of the population, and it is essential to the health and welfare of a large number of our children.

WHO BENEFITS FROM THE SCHOOL LUNCH PROGRAM ???

THE CHILD

. . . . . BECAUSE IT PROVIDES FOOD FOR LEARNING AND EDUCATION IN PROPER DIET WHICH WILL DETERMINE A LIFE-TIME OF PHYSICAL WELL-BEING.

THE PARENT

. . . . . BECAUSE IT IS AN ECONOMICAL WAY TO GUARANTEE AT LEAST ONE-THIRD OF YOUR CHILD'S DAILY NUTRITIONAL REQUIREMENTS.

THE TEACHER

. . . . . BECAUSE IT PROVIDES AN OPPORTUNITY FOR LEARNING AND INCREASES THE CHILD'S WILLINGNESS AND ABILITY TO LEARN.

THE SCHOOL

. . . . . BECAUSE IT IS A PART OF EDUCATION AND CONTRIBUTES SUBSTANTIALLY TO HEALTH AND WELFARE OF THE STUDENTS AND PROVIDES A MAJOR EDUCATIONAL RESOURCE.

THE LOCAL ECONOMY

. . . . . BECAUSE IT IS A VAST MARKET FOR LOCALLY AND PRIVATELY PURCHASED FOODS AND AN EXPANDING MARKET FOR EQUIPMENT AND SUPPLIES.

THE NATION

. . . . . BECAUSE OUR GREATEST NATIONAL RESOURCE IS OUR CHILDREN AND A PROGRAM WHICH CONTRIBUTES TO THEIR WELFARE ALSO CONTRIBUTES TO THE GROWTH AND DEVELOPMENT OF THE NATION.

WHO BENEFITS FROM THE SUMMER FEEDING PROGRAM ? ? ?

THE CHILD

. . .BECAUSE THE BENEFITS OF A GOOD DIET ARE MAINTAINED THROUGHOUT THE SUMMER. PRESCHOOL CHILDREN WHO ATTEND ARE INTRODUCED TO THE SCHOOL LUNCH PATTERN OF EATING.

THE PARENTS

. . .BECAUSE THEIR CHILDREN CONTINUE TO RECEIVE NUTRITIONAL MEALS DAILY, REGARDLESS OF THE PARENTS FINANCIAL CIRCUMSTANCES OR WORKING HOURS.

THE SCHOOL

. . .BECAUSE IT MAINTAINS THE IMAGE OF THE SCHOOL AS AN INSTITUTION WHICH CARES ABOUT CHILDREN'S HEALTH AND WELFARE ALL YEAR ROUND.

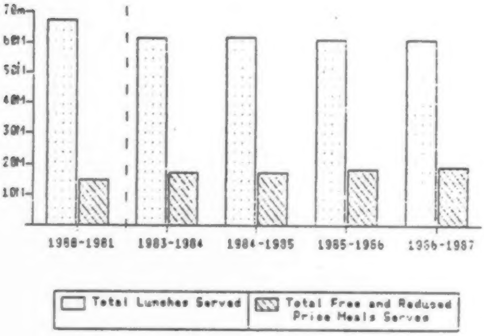
THE COMMUNITY

. . .BECAUSE CHILDREN'S NEEDS ARE BEING MET IN PUBLIC PARKS AND PLAYGROUNDS.

THE LOCAL ECONOMY

. . .BECAUSE FOOD AND EQUIPMENT IS PURCHASED AND JOBS PROVIDED THROUGH THE PROGRAM.

STATE OF IOWA - NATIONAL SCHOOL LUNCH PROGRAM PARTICIPATION



Total Meals Served	67,401,489	61,478,517	61,715,808	61,123,288	61,018,340
Participation as a Percent of Enrollment	73.5	69.9	71.1	73.0	71.6
Total Free and Reduced Price Meals Served	15,084,836	17,205,071	17,285,390	18,563,124	19,117,209
Participation as a Percent of All Lunches Served	22.3	28.0	28.0	30.4	31.3

ECONOMIC IMPACT ON IOWA
OF
FEDERAL SCHOOL FEEDING PROGRAMS
1986-1987 SCHOOL YEAR

Agricultural Marketing Service purchases of "entitlement" type commodities for national distribution		$	26,254,236
Agricultural Stabilization and Conservation Service purchases of "bonus" type commodities for national distribution			48,120,144
Value of commodities donated to Iowa for use in feeding programs			15,029,425
Federal meal reimbursement to Iowa programs			31,993,000
Local expenditures for:	Food		36,489,851
	Wages		42,283,304
	Other program needs		7,829,333
Total economic impact		$	207,999,373

STATE OF IOWA
CHILD CARE FEEDING PROGRAM PARTICIPATING DATA

	MARCH 1981	MARCH 1986	MARCH 1987
Total students enrolled	14,108	24,093	28,086
Average Sale Price for all meals	—	—	—
A. Breakfast Program			
Total students served/day	3,882	7,138	8,600
Paid meals	350	1,445	1,976
Reduced meals	597	278	349
Free meals	2,935	5,415	6,275
B. Lunch Program			
Total students served/day	6,835	10,395	12,274
Paid meals	1,253	2,307	3,151
Reduced meals	1,363	383	485
Free meals	4,219	7,705	8,638
C. Supper Program			
Total students served/day	425	1,164	1,181
Paid meals	23	8	36
Reduced meals	2	3	2
Free meals	400	1,153	1,143
D AM and PM Supplements			
Total students served/day	10,674	13,077	15,736
Paid meals	2,491	3,306	4,557
Reduced meals	2,406	421	541
Free meals	5,777	9,350	10,638

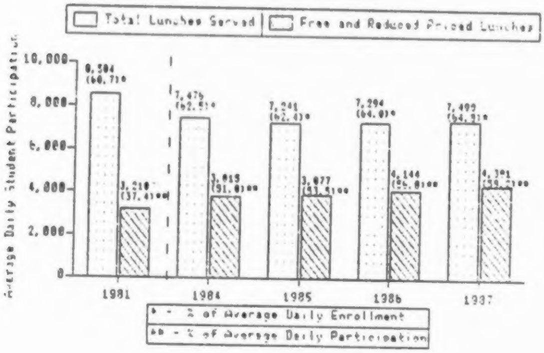
	1980-1981	1985-1986	1986-1987
E. Total breakfasts served	819,218	1,675,185	1,986,839
F. Total lunches served	1,448,516	2,470,493	2,871,354
G. Total supplements served	2,378,819	3,145,827	3,726,397
H. Total suppers served	90,398	289,131	311,001

STATE OF IOWA
SUMMER FOOD SERVICE PROGRAM FOR CHILDREN

PARTICIPATION DATA	SUMMER 1981	SUMMER 1986	SUMMER 1987
Total Children Enrolled	3,141	6,765	6,919
Avg. Sale Price for all Meals	—	—	—
Total Breakfasts	23,797	58,572	98,876
Total Lunches served	123,371	254,532	298,571
Total suppers served	20,107	19,681	16,684
Total supplements (AM & PM)	37,604	57,954	61,858

WATERLOO CSD - NATIONAL SCHOOL LUNCH PROGRAM PARTICIPATION
07-6795

	MARCH 1981			MARCH 1986			MARCH 1987		
	NUMBER	ADP	PERCENT	NUMBER	ADP	PERCENT	NUMBER	ADP	PERCENT
PAID LUNCHES	75,233	5,374	63	44,102	3,150	43	42,268	3,019	40
R/P LUNCHES	8,617	616	7	7,010	501	7	7,962	569	8
FREE LUNCHES	36,309	2,594	30	51,003	3,643	50	53,371	3,812	52
TOTAL	120,159	8,584	100	102,115	7,294	100	103,601	7,400	100
DAYS OF SCHOOL		14			14			14	
ENROLLMENT		12485			11389			11404	

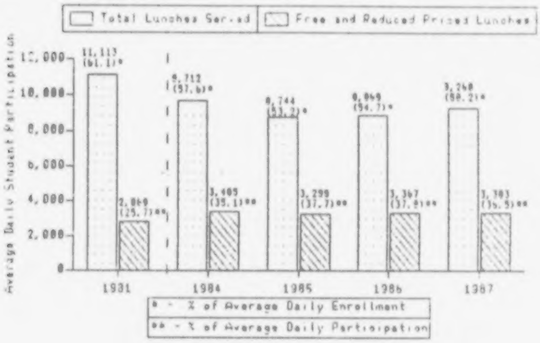


	1985-1986	1986-87
Average Sale Price:		
Elementary	.70	.70
Secondary	.83	.85
Average Cost of Lunch Per Plate:		
Food	.4813	.5078
Labor	.5211	.4816
Other	.2790	.1693
Equipment	.0014	.0077
Total Cost	1.2828	1.1664
Total Lunches served:	1,285,870	1,288,130

Economic impact on the community:		
Dollar value of purchases:		
Food	$ 669,469	$ 730,176
Other	$ 358,714	$ 281,264
Equipment	$ 27,152	$ 111,105
Labor cost:		
Wages & fringe benefits	$ 670,111	$ 620,384
Value of donated commodities	$ 232,756	$ 348,740
Federal reimbursement received for meals served:	$ 928,190	$ 1,045,754
Total:	$ 2,886,392	$ 3,145,423

CEDAR RAPIDS CSD - NATIONAL SCHOOL LUNCH PROGRAM PARTICIPATION
57-1053

	MARCH 1981			MARCH 1986			MARCH 1987		
	NUMBER	ADP	PERCENT	NUMBER	ADP	PERCENT	NUMBER	ADP	PERCENT
PAID LUNCHES	165,057	8,253	74	99,038	5,502	62	123,581	5,885	63
R/P LUNCHES	11,903	595	5	10,118	562	6	11,158	531	6
FREE LUNCHES	45,299	2,265	21	50,489	2,805	32	59,898	2,852	31
TOTAL	222,259	11,113	100	159,645	8,869	100	194,367	9,268	100
DAYS OF SCHOOL		20			18			21	
ENROLLMENT		18196			16204			15936	



	1985-1986	1986-87
Average Sale Price:		
Elementary	.90	1.00
Secondary	1.00	1.00
Average Cost of Lunch Per Plate:		
Food	.3548	.3322
Labor	.6423	.6207
Other	.2207	.2596
Equipment	.0059	.0052
Total Cost	1.2237	1.2177
Total Lunches served:	1,697,202	1,760,011

	1985-1986	1986-87
Economic impact on the community:		
Dollar value of purchases:		
Food	$ 802,657	$ 851,531
Other	$ 374,511	$ 509,111
Equipment	$ 31,372	$ 24,808
Labor cost:		
Wages & fringe benefits	$ 1,090,076	$ 1,092,440
Value of donated commodities	$ 327,526	$ 402,609
Federal reimbursement received for meals served:	$ 1,018,384	$ 905,886
Total:	$ 3,644,526	$ 3,786,385

USDA Commodity Purchases in Iowa
July 1, 1986 through June 30, 1987

COMMODITY	TOTAL COST	
AMS PURCHASES		
Beans, Vegetarian	$ 837,222	
Corn, Canned	1,331,535	
Egg Mix	1,668,708	
Beef, Frz Gr	5,285,915	
Beef, Meatball Stew	870,624	
Beef, Canned, W/NJ	5,374,362	
Pork, Frozen Ground	2,472,147	
Blackeye Peas	103,060	
Beans, Dry Cnd Pinto	242,927	
Beans, Dry Cnd Red Kidney	78,327	
Beans, Dry Cnd Small Red	44,169	
Beans, Dry Cnd Grt North	14,723	
Cheese, Mozzarella Frozen	4,747,548	
Farina	937,009	
Flour, All Purpose BL	1,245,329	
Flour, Bread BL	573,412	
Meat, Luncheon Canned	4,499,701	
Oats, Rolled	602,950	
Oil, Soybean	610,483	
		$ 26,254,236
ASCS PURCHASES (October 1, 1986 thru September 30, 1987)		
Butter, Bulk	1,441,547	
Butter, Print	218,564	
Cheese, Cheddar	5,615,099	
Instant Milk	25,680,072	
Nonfat Dry Milk	15,164,862	
		$ 48,120,144
	Grand Total	$ 74,374,380

USDA Commodities Delivered to Schools
July 1, 1986 through June 30, 1987

COMMODITY	PACK TYPE	UNITS	TOTAL COST
Applesauce, cnd.	6/10# cans	12,959	$ 131,923
Beans, pinto cn	6/#10 cans	6,371	50,713
Beans, Green, canned	6/#10 cans	8,284	87,065
Beans, Red Kidney	25 lb. bag	2,753	16,435
Beans, Great Northern	25 lb. bag	5	448
Beans, Vegetarian	6/#10 cans	7,441	128,358
Beef, Ground, frz	55# carton	61,433	2,543,340
Beef, patties, frozen	36# carton	14,309	618,148
Beef Natural, ju	24/29 oz.	6,361	339,423
Beef. Rst/Bulk	bulk pounds	686	45,749
Butter, Print	32/1#	47,700	2,186,568
Cheese, Cheddar, White	Bulk Pounds	15,767	788,350
Cheese, Mozzarella	Pounds	17,758	990,895
Cheese, Processed	6/5# loaves	53,989	2,101,791
Cherries, Red Pitt	30# case	11,368	154,378
Corn, canned	6/#10 cans	8,362	111,716
Cornmeal, yellow	5/10# bag	1,430	7,408
Chicken Drums	40# carton	2,855	68,634
Chicken nuggets		5,592	295,034
Chicken, frz. cut-up	40# carton	7,611	178,249
Fig Nuggets	carton 25#	287	5,490
Flour, All Purpose	5/10# bag	32,983	176,128
Flour, Bread	5/10# bag	24,377	146,262
Flour, Whole Wheat	5/10# bag	6,810	42,835
Honey, Processed	6/5# cans	2,972	69,099
Macaroni	1/20# carton	6,963	29,523
Milk, Non-Fat Dry	50# bag	5,448	219,788
Mixed Fruit, cd	6/10#	928	14,133
Oats, rolled	12/3# bag	2,070	12,586
Peaches, Cling	6/#10 cans	10,759	164,075
Peanut Butter, Smooth	6/#10 cans	6,155	184,219
Pears, canned	6/#10 cans	15,723	223,896
D'Anjou, fresh	Case	1,743	24,057
Peas, green, canned	6/#10 cans	7,782	64,357
Pineapple, cd	6/10#	6,720	115,719
Prunes, Dried, Pitted	25# carton	3,533	53,843
Pork, ground frz.	55 lb.	4,605	268,334
Potato, dehy	case 30 lb.	7,208	88,442
Potatoes, fr. fries	6/5 lb.	7,961	67,907
Potato Rounds, frozen	6/5# case	7,785	67,185
Raisins	30# case	1,253	17,040
Rice, Milled	24/2# pkg.	2,557	14,805
Salmon, pink	48/15.5 Cn	1,489	108,742
Soybean, oil	6/1 gal. can	13,112	172,554
Shortening, Soybean	12/3# can	17,591	224,989
Spaghetti, Enriched	20# carton	11,685	53,050
Sweet Potatoes, Syrup	6/#10 cans	5,202	63,777
Tomatoes, canned	6/#10 cans	8,470	85,547
Tomato paste	6/#10 cans	7,345	118,108
Tuna	6/66.5 oz.	3,003	95,946
Turkey Roasts, frz.	4/8-12# Roasts/Carton	5,273	272,087
Vegetables, Mx Frz	Case 30#	8,316	86,570
			$14,198,718

1986-87

The following commodities were delivered to summer camps:

Commodity	Units	Value
Butter 32#	1313	61,028.24
Cheese, cheddar	407	20,757.00
Cheese, processed	1138	46,066.24
Flour, AP	721	4,275.53
Flour, bread	417	2,170.50
Flour, wholewheat	19	128.82
Macaroni	405	1,729.35
Spaghetti	456	2,106.72
Milk, NFD	205	8,482.00
Peanut butter smooth 10	479	13,119.81
Honey	237	5,545.80
Rolled Oats 3	295	1,377.65
Cornmeal	179	1,276.27
Soybean Oil	366	5,343.60
Soybean Shortening	265	3,635.80
Cherries	418	6,194.76
Rice	213	990.45
TOTAL		$ 184,769.44

1986-87

The following commodities were delivered to SPSPC:

Commodity	Units	Value
Butter 32	134	$ 6,228.32
Cheese, cheddar	27	1,377.00
Cheese, processed	239	9,674.72
Flour, AP	147	8,717.10
Flour, bread	65	422.10
Macaroni	80	341.60
Milk, NFD	27	1,117.26
Peanut butter smooth 10	178	4,875.42
Spaghetti	50	341.60
Honey	98	2,293.20
Cherries	470	6,965.40
Prunes	20	304.80
TOTAL		$ 42,658.92

1986-87

The following commodities were delivered to child care:

Commodity	Units	Value
Butter 32#	1732	$ 80,503.36
Cheese, cheddar	515	26,265.00
Cheese, Processed	2103	85,129.44
TOTAL		$ 191,897.80

WATERLOO COMMUNITY SCHOOLS
WATERLOO, IOWA 50701

DEPARTMENT OF SCHOOL FOOD SERVICES
6028 Kimball Avenue

Phone (319) 234 - 2803

Statement on Implementation of Dietary Goals for Americans

The Waterloo Community School District Food Service Department is continuing to adapt foods they serve to the "Dietary Guidelines for Americans" as recommended by the USDA and HEW in February of 1980. Those dietary guidelines included (1) eating a variety of foods, (2) maintaining ideal weight, (3) avoiding too much fat, (4) eating adequate starch and fiber, (5) avoiding too much sugar and (6) avoiding too much salt.

One of the objectives of the school food service program has always been to introduce students to some foods they may not get at home, while still providing many familiar favorites. Tasting parties funded by the Nutrition Education Program and conducted by classroom teachers have helped students accept new foods. New items added to the lunch menu in the last few years include grape juice, taco salad, gyros and turkey hero sandwich.

All fried foods served in the lunch program are oven-fried rather than deep fat fried, with the exception of the french fries at the senior highs, which are deep-fat fried to increase crispness and flavor. More turkey, chicken and mozzarella cheese, all lower-fat protein sources, have been used recently. Most of the white milk consumed is 2%. However, due to the recent Federal requirement that whole milk be provided, it is also available as a choice. Chocolate milk is very popular with students, and generally less of it is left unconsumed. Although some sugar and fat is added in making chocolate milk, the base is a 1% milk. Whether and how often it will be offered has always been at the option of each building principal.

The fiber content of school lunches has been increased by the more frequent use of salads, especially chef's salads, and whole wheat rolls, cornbread, etc.

Some of the most striking changes in school meals have come in the amount of sugar served. Although most of the carbohydrate calories have traditionally come from starches, extensive efforts have been made to reduce the amounts of refined sugar used. All canned fruit purchased is now low sugar or natural juice packed, rather than in heavy syrup. Puddings and gelatins are served less often, and fresh fruit, fruit cups, relishes and salads more often. Since the school district operates a bakery at Logan Intermediate, the amount of sugar, fat and salt included in baked goods can be monitored and reduced to the minimum consistent with a good product. Probably the most popular baked item is the peanut butter brownie, which includes a good quantity of protein. The sugar in that recipe has been cut by 11% this year. The amount of frosting for cakes, which are served about once a month, has been reduced 25%. Bars receive only a thin glaze instead of frosting. All bakery products are made with enriched flour and incorporate such nutritious ingredients as oatmeal,

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raisins, prunes, peanuts, sweet potatoes and apples. In order to make the breakfast simple and quick to serve and eat, pre-sweetened cereals have been used. However, unsweetened cereals are available upon request if students will eat them.

Each year school nurses teach a unit in elementary schools on dental hygiene, using in part materials purchased through the former Nutrition Education and Training Program. In connection with this unit, the supplying cafeteria provides the nurse with fresh vegetables, fruits, peanuts, etc., for a "crunch party" to illustrate some of the foods that can serve as natural toothbrushes and are non-sweet snack possibilities.

The reduction of sodium in school lunch recipes is an on-going project which involves a gradual re-education of taste for children. Most families are accustomed to using more salt than is necessary, and this taste preference cannot be changed immediately. Potato chips and other salty snack-type foods have never been a part of school lunches. For the past three years the department has recommended that no extra salt be made available to elementary students. We are now conducting a project to systematically reduce salt in casseroles and soups to the minimum amount consistent with an acceptable product. The Waterloo District is fortunate in having the facilities and experience to make most products from "scratch". Breads, cakes, cookies, most soups, mayonnaise, salad dressings, tartar sauce, casseroles, pizza and in fact most of what is served to students is made from recipes which have been scrutinized to reduce the amount of fat, sugar and salt as much as is possible while still retaining a flavorful and appealing product.

Thus, while meeting the Dietary Goals remains a continuing objective of the Food Service Department, it should be recognized that students' tastes are greatly influenced by their home and out-of-school experiences. Modifications will continue to be made gradually and nutrition education efforts continued where possible, while recognizing that the fudamental purpose of the program is to provide appropriate foods that students will eat and enjoy.

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nlg

THE SURVEYS SAY

The nutrient intake of students participating in the school lunch program was higher than that of non-participants over a 24 hour time period.

An increase of $9-$10 in family income would be needed to have the same impact on a child's nutritional intake as $1.00 spent on school lunch.

From the National Evaluation of Nutrition Programs. Hanes, et.al.

The lunch program is a very important component in the orderly planning of the school day, according to 80% of the administrators surveyed.

If federal reimbursement for the paying child's lunch were to be eliminated, 29% of schools would eliminate all lunch services. Another 9% doubt if they would continue a program.

Of the alternatives suggested to the present donated commodity program, 60% prefer to keep the present system, 32% would like cash in lieu of commodities if the level of support remained the same, and 8% support a commodity letter of credit.

The USDA's national commodity processing system is used by 75% of districts, while 54% use state processing contracts where available.

From the National School Boards Association School Lunch Survey 1984-1985

IOWA

Agriculture is the basic industry in Iowa. Approximately 40% of all Iowa workers depend directly on agriculture for their jobs and about two out of three Iowa workers depend — directly or indirectly — upon agriculture for their jobs.

Iowa farmers sell $9 to $10 billion worth of crops and livestock annually.

Iowa leads the nation in hog marketings, is second in all livestock marketings and is fourth in marketings of cattle and calves. About 25% of the nation's pork supply and 5.5% of the grain-fed cattle are marketed from Iowa farms.

The value of crop production in 1985 was $5.95 billion. Iowa ranks first in corn production and second in soybean production.

Collectively, Iowa farmers have $49.9 billion invested in their business ($34.0 billion in land $6.9 billion in crops and livestock and $6.4 billion in farm equipment).

Iowa farmers spend more than $9.1 billion worth of products for farm expenses.

Iowa farmers produce $2.47 billion worth of products for farm export. Iowa farm exports are the second largest in the nation.

Iowa's national ranking in farm receipts is as follows: First in hogs and corn; second in soybeans, in all commodities and all livestock; third in all crops; fourth in cattle and calves; eighth in turkeys; ninth in sheep, lambs and dairy products and sixteenth in eggs.

In 1985, on corn following corn the average cost of producing a bushel of corn was $2.99 and the preliminary average price farmers received for that crop was $2.40 per bushel. Average cost for soybeans was $6.61 and the preliminary average price farmers received for that crop was $5.05 per bushel. Iowa led all states in harvested acres with 25,040,000 in 1985.

Net income for the average Iowa farm for 1984 was $19,581.00. That is up from -$15.00 in 1983. Figures from our statistical division show that each Iowa farmer produces enough beef to feed 183 people, enough pork for 751, enough lamb for 172, enough milk for 149, enough turkey for 87, and enough cheese for 95 people, Iowa accounts for 13.1 percent of red meat production in the U.S. and we produce enough to provide every man, woman and child in the United States with 21 pounds of red meat each.

In specialized farming: Each hog farmer produces enough pork to feed 1,600 persons; each beef producer produces enough beef to feed 1,666 persons; each sheep farmer produces enough sheep to feed 1,814 persons; and each Iowa dairy farmer produces enough milk for 1,587 persons and enough cheese for 1,002 persons. In the 1986 crop year, on the average, each corn farmer produced 17,083 bushels; each soybean farmer 4,041 bushels; and each oat farmer 913 bushels.

All told the average Iowa farmer, joining forces with other American farmers, is able to feed 77 persons. In 1950, only about 16 people benefited from the food produced by one U.S. farmer.

Prepared by the Iowa Department of Agriculture & Land Stewardship
(Wayne Messerly) 12/86
INF:ag-day-1

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Senator HARKIN. I like that. Next is Russ Proffitt, Director, Heritage Area Agency on Aging, here in Cedar Rapids. He will be the last to testify on this panel and then we will move ahead.

STATEMENT OF RUSSELL D. PROFFITT, DIRECTOR, HERITAGE AREA AGENCY ON AGING, CEDAR RAPIDS, IA

Mr. PROFFITT. Senator Harkin, my name is Russell Proffitt and I direct the Heritage Area Agency on Aging in the seven counties surrounding Cedar Rapids, Iowa. Thank you for your work and interest in the nutritional needs of Iowa and the Nation.

Senator, this morning I want to focus my testimony on the value of cash in lieu of commodities program administered by the U.S. Department of Agriculture as it affects the Nation's elderly population.

The Heritage Area Agency on Aging has 40 congregate meal sites where noon meals are served to people 60 years of age or older, and from which home delivered meals are delivered to the homebound. Our agency is not a direct service agency, so we subcontract our nutrition program to various community agencies like HACAP. In fiscal year 1987 our agency provided 537,562 congregate and home delivered meals at 37 sites. In fiscal year 1988 that number is projected to increase to 563,376 and in fiscal year 1989 we project that we will provide 581,770 meals. I might add that these projections are based on reality and not pie-in-the-sky hoping.

Let me anticipate your question. How can we project an increase in the number of meals served when the fiscal year 1988 budget just passed by Congress will probably reduce our title III C Older Americans Act funds by approximately $9,000? The answer is found in what we are call our satellite meal program. A satellite mealsite is one where space and utilities are donated by a community organization, and where the food is transported from a parentsite where the food is prepared. A good cook can prepare up to 150 meals—with some volunteer help—so to maximize our investment in the cook, we satellite meals until we are at maximum efficiency.

Where do the funds come from to pay the costs of these extra meals? From three sources:

One, participant contributions.

Two, donated space and utilities.

Three, USDA cash in lieu of commodities. That is what I would like to elaborate on.

Our agency's policy is to hold the raw food costs to $1.03 per meal—I might add that some of our subcontractors are below that cost. Our average meal participant, as of today, contributes $1.14 for each meal. When we are reimbursed from USDA, the 56 plus cents for each meal served, we then have enough, which is $1.70 plus, to pay for the additional food cost of $1.03 and to pay a food transporter to bring the bulk food from the parent site to the satellite and the food containers back again. We believe the taxpayers get more for that 56 plus cents than from any other 56 cents the Federal Government spends! It is critical that Congress continue to support this USDA program.

I've painted a very positive picture in my testimony thus far, and you can surely tell that I am very proud of our nutrition program.

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But let us not be self-deceived. We will provide 563,376 meals to the elderly, but that is only 2,023 meals on a given day. According to the 1980 census, there are 7,501 people 60 years of age or older whose income places them below the poverty level of $5,500 in our seven county area. That means if all of our meal participants were low income, and they are not, nor should they be, then there would still be 5,478 older Americans not being served each day in our area.

Is our glass half empty or half full? Is our nutrition program meeting the need? The answer is obviously yes and no. Yes, for those elderly who live in a community where our program exist. No, for those who must go without. As you are well aware, the nutrition program for the elderly is not a poverty or welfare program, because the Congress, in its wisdom, knows that poor nutrition in the elderly can result from living alone, even though financial resources may not be the problem. I make reference to the poverty rate only to illustrate clearly that the elderly nutrition program must continue to grow if we are to even come close to meeting the need.

On behalf of the Heritage Area Agency on Aging, and the 600 plus area agencies like ours around the country, I would like to thank you for your steadfast support in the past and to encourage you to keep at it in the future. We thank you.

[The prepared statement of Mr. Proffitt follows:]

SENATE HEARING ON NUTRITION IN IOWA

CEDAR RAPIDS, IOWA

Testimony of Russell D. Proffitt, Director
Heritage Area Agency on Aging
January 30, 1988

Senator Harkin:

My name is Russell Proffitt and I direct the Heritage Area Agency on Aging in the seven counties surrounding Cedar Rapids, Iowa. Thank you for your work and interest in the nutritonal needs of Iowa and the nation.

This morning I want to focus my testimony on the value of the Cash in Lieu of Commodities Program administered by the United States Department of Agriculture as it affects the nation's elderly population.

The Heritage Area Agency on Aging has forty (40) Congregate Meal sites where noon meals are served to people sixty years of age or older, and from which Home Delivered Meals are delivered to the homebound. Our Agency is not a direct service agency, so we subcontract our Nutriton Program to various community agencies. In Fiscal Year 1987 our agency provided 537,562 Congregate and Home Delivered meals at 37 sites. In FY'88 that number is projected to increase to 563,376 and in FY'89 we will provide 581,770 meals. I might add that these projections are based on reality and not pie in the sky "hoping".

Let me anticipate your question. How can we project an increase in the number of meals served when the FY'88 budget just passed by Congress will probably reduce our Title III C Older Americans Act funds by approximately $9,000 dollars? The answer is found in what we call our Satellite Meal Program. A Satellite Meal Site is one where space and utilities are donated by a community organization, and where the food is transported from a "parent" site where the food is prepared. A good cook can prepare up to 150 meals (with some volunteer help) so to maximize our investment in the cook we "satellite" meals until we are at maximum efficiency.

Where do the funds come from to pay the costs of these extra meals? From three sources. 1., Participant contributions. 2. Donated space and utilities. 3. USDA Cash In Lieu of Commodities. Let me elaborate. Our agency's policy is to hold the raw food costs to $1.03 per meal. (Some of our subcontractors are below that.) Our average meal participant contributes $1.14 for each meal. When we are reimbursed from USDA the $.56+ cents for each meal served, we then have enough ($1.70+) to pay for the additional food ($1.03) and to pay a "food-transporter" to bring the bulk food from the parent site to the satellite and the food containers back again. We believe the taxpayers get more for that $.56+ cents than from any other $.56 cents the federal government spends! It is critical that the Congress continue to support this USDA program.

I have painted a very positive picture in my testimony thus far, and you can surely tell that I am very pround of our Nutrition Program. But let us not be self deceived. We will provide 563,376 meals to the elderly, but that is only 2,023 meals on a given day. According to the 1980 Census there are 7501 people 60 years of age or older whose income places them below the poverty level ($5,500) in our seven county area. That means that if ALL of our meal participants were low income (and they are not, nor should the be!) then there would still be 5478 older Americans not being served each day.

Is our glass half empty or half full? Is our Nutrition Program meeting the need? The answer is obviously Yes and No. Yes, for those elderly who live in a community where our program exists. No, for those who must go without. As you are well aware, the Nutrition Program for the Elderly is not a poverty or welfare program, because the Congress, in its wisdom, knows that poor nutrition in the elderly can reult form living alone even though financial resources may not be the problem. I make reference to the poverty rate only to illustrate clearly that the Elderly Nutrition Program MUST continue to grow if we are to even come close to meeting the need.

On behalf of the Heritage Area Agency on Aging, and the 600+ Area Agencies like ours around the country, I want to thank you for your steadfast support in the past and to encourage you to keep at it is the future.

We THANK you.

Senator **Harkin**. Russ, thank you very much for the excellent testimony. Let me just nail this down. According to the 1980 census there are 7,501 people 60 years of age or older whose income places them below the poverty level in your seven county area?

Mr. **Proffitt**. That's correct.

Senator **Harkin**. And yet, you are providing 2,023 meals on a given day?

Mr. **Proffitt**. Yes.

Senator **Harkin**. So about one-third?

Mr. **Proffitt**. Right.

Senator **Harkin**. Would I assume that most of those people who are not being served, they are in towns that do not have congregate mealsites, rural areas?

Mr. **Proffitt**. I don't know if that would be a correct assumption. I believe that, as Ruby Jungjohan testified earlier, there are a lot of people in the towns where we do have mealsites who do not come. In my opinion, there are two reasons, two primary reasons for that. One is pride. And the problem that we have, especially every 4 years during our Presidential campaigns, we resurrect the code words truly needy, welfare fraud, workfare instead of welfare, trying to give the impression that a large portion of the poor people, young and old, are there primarily to rip off the Government, and they are lazy and they don't want to work. Somewhere along the line this Nation has to come to the grips with the truth that the majority of poor people in this Nation already work, but they are still poor. That's the code word we need to develop. The other reason for people not coming, in addition to their pride, frankly, is transportation. This is one area where Congress and the executive branch need to get a better understanding of our elderly nutrition program.

As you are well aware, there is title III, part B, and title III, part C in the Older Americans Act. Title III, part C is a nutrition part. Title III, part B is the supportive services. We have not had increases in supportive services nearly as we have had increases in the nutrition. Consequently, we have not, in our seven county area, we have not given an increase to transportation to mealsites probably in the last 7 years. Because we have not received any additional funds in title III, part B. So, even though we are serving more people, many of those low-income elderly who do not have their own cars or transportation available, and if we cannot afford, if we do not have the funds to pay the transit providers to pick them up. Especially if they live a distance from the site, they don't come. So pride and transportation are, in my judgment, the two main reasons for nonparticipation.

Senator **Harkin**. Some counties, and correct me if I'm wrong, some county agencies provide money?

Mr. **Proffitt**. Yes.

Senator **Harkin**. Out of their block grants, the money that they get to provide that type, those types of transportation, some don't. I guess what I'm wondering is, if this is an important aspect, why wouldn't they fund it?

Mr. **Proffitt**. OK. As a matter of fact, in our seven counties, our county board of supervisors are putting in fairly large sums of money into transportation. But in Linn County, in this county alone, last year our programs, of our elderly programs, were threatened with a loss of $343,000 from county funds. Now why? Is it because they are against the programs, no. They are very supportive of the programs. But the county, as you know, lost general revenue sharing, and that was one of the primary ways that they were supported in that program. But in Iowa, as you are very much aware, the tax base has gone down and the county boards of supervisors and the cities are in desperate straits, and it isn't that they are against the program, they don't have the money, either.

This whole block grant approach, what has happened, the Federal Government has said we will pass that down to the States and to the counties. Then once they did, some of these block grants, like revenue sharing, have been totally eliminated. Consequently, we are in a bind. So it's not just a matter of increasing money for food. It's a matter of increasing the other areas. I think that's true not only for the elderly programs, it's true, I think Karen Ford mentioned that transportation is one of the problems.

One of the problems that we have is with the commodity programs. That is one of the main reasons our agency has opted to use the cash in lieu of commodities, because there were no moneys for storing the commodities, and there was no money for transportation. We have a seven county area. Consequently, we found that for the sake of variety of goods and reliability, we would know what we would be getting and when. But also money, the cost of storing and transporting becomes a problem. I am not criticizing the commodity program, but what I am saying is that all those things tie together.

Senator **Harkin**. Well, I'm going to wrap up this panel by going down the line and asking you basically the same question that I asked earlier, if you could make one change in the program, what do you think would be the most important, if any? If you don't have a comment on that, you don't have to. I will start with Don.

Mr. **Maniccia**. I would probably make whoever sets up the processes for what it costs to comply with all these program rules be the one that has to go, you give him the money and you make him justify to Congress how much money he wants to spend on these unbelievable reams of paper and, you know, this is insanity. You are talking about paperwork relief at the private sector, you ought to see how much of the programs are used simply to comply with some silly program rules some place. And I would like to see you, whoever wrote it, whoever did it, make him pay for it, that you justify using income verifications as a justification. And as it happens, use up all the money that should be spent to help people in terms of trying to set up procedures to protect against the so-called fraud and abuse. And it doesn't come close. The cost to the return on investment, no person in their right mind would ever spend that kind of money to protect against that. That's one thing.

Senator **Harkin**. That's a constant battle that we have with that. Do you want to protect against fraud and abuse, that kind of thing? You just wonder how much money do you want to expend to do that.

Mr. **Maniccia**. I think one comment that I would like to make to you is that those barriers, those paperwork flows and those things, one of the earlier people testified talking about going and applying for food stamps, doesn't apply just to food stamps but any of the programs that you have to go through in the application process for, that the very people that are gleaned out by those systems are not the abusers. They are the people that are the lowest functioning, the people that have the greatest degree of need. Frequently they are the ones that have the greatest need to comply. They can't read, they are emotionally disturbed. Because those are the people that can't jump through the hoops. The well-functioning poor, the ones that are most likely to be quote, ripping off the system, if that happens at all, are the ones that do that. You only verify what somebody tells you. Think about it. If they are a good liar, you would never catch them anyway, until they picked up a double dip some place. So it's silliness.

Senator HARKIN. Good point. Karen.

Ms. FORD. Well, the initial premise of our program was supposed to be to try to work on hunger through the elimination of food waste. So I come back to whatever incentives inspires the private sector to be more generous with their donations whether that be some kind of a tax or just the change in, you know, what now exists.

Senator HARKIN. Are there any tax benefits to a company like Pillsbury if they give to a food bank?

Ms. FORD. Well, earlier the understanding was that it was their cost, but half their markup.

Senator HARKIN. Anything else?

Ms. FORD. And then double that with just more of the public relations kind of things that makes sure it's still understood.

Senator HARKIN. Debra, as a child care provider do you have one area that you would like to see changed?

Ms. REID. I think parents need to be more cognizant of the food program. There needs to be more public education on that. When you talk about the food program and its advantages, a lot of parents have no idea what you are talking about. You have to sit down and explain it to them, and they still aren't totally aware of what is involved. What we are doing through CCFP is a very important part of a good day care situation.

Senator HARKIN. Chris.

Mr. CARMAN. I guess I would like to see increased ability to involve child care centers, licensed child care centers in the community, in the Child Care Food Program; possibly incorporating privately owned centers under the sponsorship of a nonprofit agency, so that we could be sure that all children in all child care settings were receiving proper nutrition. And I guess I feel that if the nonprofit umbrella agency or sponsoring agency can routinely monitor the participation of that privately owned center, that we could have our checks and balances.

Senator HARKIN. I like that idea. Marcella.

Ms. PREVO. I guess mine would be, as I stated before, I would like to see more money spent within the WIC Program to help the eligible population that we have, and the way to do that is to put more money into it in the way of administrative funds.

Senator HARKIN. Doris.

Mrs. BISHOP. I've already referred to anticipated improvement in the commodity distribution system. I certainly would echo Don's comments regarding simplified application forms for people with low functioning ability. The thing that would be unique to child nutrition I think would be that we do like to think of ourselves as part of the educational system and we certainly would like to see the nutrition education funds restored. We had marvelous nutrition education programs in Iowa when the funds were available.

Mr. **Proffitt**. I think I've already mentioned mine, that is the continued support for USDA cash and commodities, and the commodity program. And to keep in balance the title III, part B and title III, part C funds and to increase them.

Senator **Harkin**. OK. Thank you all very much. I appreciate it.

The last panel will be Bill Armstrong of the Commodity Distribution Programs, Iowa Department of Human Services; Jane Jorgenson of the Iowa Department of Human Services; Dennis H. Bach, director, Special Supplemental Food Program for Women, Infants, and Children, Iowa Department of Public Health; Elisabeth Schafer, Ph.D., of the Iowa State University Extension Services and Dr. Jacqueline Dupont, Ph.D., professor, of the Iowa State University Food and Nutrition Department, Ames, Iowa. This is our last panel. Again welcome to the subcommittee. Thank you for coming and some of you coming a long distance. As I mentioned, this is the first in a series of a number of hearings we are going to be having across the United States on this issue. If you have prepared testimony, it will be made a part of the record. Bill Armstrong you may start off.

STATEMENT OF WILLIAM A. ARMSTRONG, CHIEF, BUREAU OF OPERATIONS ANALYSIS, COMMODITY DISTRIBUTION PROGRAMS, IOWA DEPARTMENT OF HUMAN SERVICES, DES MOINES, IA

Mr. **Armstrong**. Thank you for the opportunity to make this presentation. I'm the administrator with the Department of Human Services that handles the commodity distribution programs. We have five programs, a Temporary Emergency Food Assistance Program, TEFAP, or commonly referred to as cheese and butter distribution. The Charitable Institution Program. We also are under contract with the Department of Elderly Affairs to handle the distribution of food for the elderly. We administer two programs that operate in Polk County only, the Commodity Supplemental Food Program, and the Elderly Feeding Pilot Project. A little background on each.

TEFAP began in 1982 under an executive order and has been continued by Congress ever since. In the last fiscal year we distributed 12.8 million pounds of food to 68,000 households per month. Because we only distribute every other month, that actually equates to approximately 136,000 households in the State of Iowa. We distribute through 620 distribution sites, primary sites, and approximately 50 other satellite sites. We utilize six food banks in this process, too. Last year there were 130,000 volunteer hours involved in this distribution effort. The cost was approximately one-half million dollars, which equates to 4.3 cents per pound. Commodities distributed were butter, honey, rice and corn meal, flour, and dry milk.

The Charitable Institution Program was authorized by Congress in 1935. This is basically the oldest commodity distribution program in operation and serves public and nonprofit institutions that have regular feeding programs. Last year we distributed 4.7 million pounds to 139 institutions which had approximately 20,000 needy clients. Cost of the program was $436,000. Over the last 6 years the number of institutions participating in this program has increased from 270 to 480, which is the current level today.

The Nutrition Program for the Elderly is actually operated by the other agency, I mentioned, the Iowa Department of Elderly Affairs. We handle the logistical end of the operation on their behalf. Last year we distributed 1.9 million pounds of surplus food. It's my understanding that served approximately 90 pounds per client; 4½ million meals.

The Commodity Supplemental Feeding Program is kind of a parent to the WIC Program, and clients can choose one or the other. If they use the Commodity Supplemental Feeding Program, they basically get a food basket each month and that includes fruit, vegetables, fruit juice and formula, grain products, and dairy products; this program is presently limited to Polk County only in this State. Last year we distributed 1½ million pounds to 2,283 clients or cases.

The Elderly Feeding Pilot Project was established by Congress in 1982 and it basically serves an elderly population in Polk County only to elderly that need food assistance.

I will jump right to the recommendations. As far as TEFAP goes, let me read a little bit of my prepared statement here.

Conflict between the dual purposes of this program—to reduce commodity surpluses, and to provide food assistance to the needy—is an area that needs resolution. While the program has proven to be a very popular and cost effective means of reaching the Nation's needy with food assistance, it has been plagued by an uncertain future and wide swings in the level of commodities available for distribution levels. Many of the problems seem to stem directly from a view of the program as temporary and an emphasis upon eliminating surpluses over serving the hungry.

For example, at this point we are faced this year with a severe reduction in commodities that are available for the program. There is no longer any rice or honey available, and dairy products, the amounts are going to be severely cut back.

Many of Iowa's needy, including the working poor, rely on this program as a supplemental source of nutrition. We think it's a very cost effective way of helping the poor supplement their food needs in that we distribute it very cheaply, 4.2 cents per pound.

We recommend that the Temporary Emergency Food Assistance Program be recognized as one of the most efficient means of providing supplemental nutritional assistance to the needy; that the program no longer be considered temporary, nor emergency, but rather a permanent part of the Federal Government's continuing efforts to eliminate hunger in America.

Specifically, it is recommended that Congress establish minimum annual national allocations of basic commodities to domestic food assistance programs, including TEFAP, and that these minimum allocations have priority over foreign distributions and sales.

Further, it is recommended that USDA be directed to purchase sufficient foods to fulfill the minimum allocations regardless of market conditions. Surpluses generated by price support and surplus removal mechanisms should also be first offered to domestic food assistance programs to increase allocations for the specific products while the surplus exists.

I have a number of other specific recommendations on the TEFAP. Basically the operation changes we would like to see to make that operate more efficiently and effectively.

In terms of the Charitable Institution Program, basically the same recommendation. We recently received notification from the USDA that we will receive 38 percent less in dairy products, rice and honey for the current fiscal year than distributed during fiscal year 1988. This reduction comes at a time when many charitable institutions in this State are trying to maintain their services on very limited and shrinking budgets. We are hopeful that the USDA surpluses will soon recover to a point where they can provide sufficient food for those organizations.

Again, we would like to ask Congress to establish minimum annual national allocations for commodities to make sure that sufficient food is made available for this program, also.

The Commodity Supplemental Food Program and Elderly Feeding Pilot Program, by recent legislation, were combined under a single funding formula. And at the same time, the Elderly Feeding Pilot Program, we were given the opportunity to expand that to other areas of the State. One problem with that is that EFPP is tied to CSFP. The Elderly Feeding Program is tied to the program for Women, Infants and Children. And because the, we can't establish a elderly program unless there is a CSFP Program in that area, and we can't establish CSFP programs where WIC is already serving that clientele. So we are basically prohibited from getting an Elderly Feeding Pilot Program started other than in Polk County. We would like the legislation to be changed so that the programs weren't tied together to keep us from feeding the elderly other than in Polk County. There is a number of other specifics, but I think that pretty much covers that, my recommendations.

Senator HARKIN. I just might add for everyone's benefit, in a meeting the day before yesterday with Secretary Lyng, it came to my attention for the first time, I guess I should have known it before but I didn't, by the end of this fiscal year due to our CCC removals, our nonfat dry milk, butter, and cheese uncommitted inventories will be essentially zero. That means that there will be no surplus involved. I do not know what the impact is going to be. That means that in order to provide food for these programs through the uncommitted surplus commodities, that we would simply have to go out and purchase them.

Mr. ARMSTRONG. It means the end of TEFAP, unless they do as you are suggesting.

Senator HARKIN. And perhaps a lot of commodity foods that we have distributed to other countries, too.

Mr. ARMSTRONG. Basically all of the domestic distribution programs are going to suffer. School, elderly, everybody. I would also like to add one thing that Mrs. Bishop brought up on the Food Bank Demonstration Project in House Law 100-237. It's my understanding that the legislation says one or more demonstration projects. We've petitioned USDA to be one of the demonstration projects. I understand that it may already be wired, but we would like to be considered.

Senator **Harkin**. I am sure, in fact I have had some conversations on this subject and they are looking at it right now.

[The prepared statement of Mr. Armstrong, with attachments, follows:]

COMMODITY DISTRIBUTION PROGRAMS OPERATED BY THE IOWA DEPARTMENT OF HUMAN SERVICES

DESCRIPTIONS AND IMPROVEMENT RECOMMENDATIONS

TESTIMONY SUBMITTED TO THE U.S. SENATE
AGRICULTURE SUBCOMMITTEE ON
NUTRITION AND INVESTIGATIONS
AT A FIELD HEARING IN CEDAR RAPIDS,
IOWA ON JANUARY 30, 1988

Iowa Deptment of Human Services
Nancy Norman, Commissioner
January 29, 1988

INTRODUCTION AND CONTENT SUMMARY

1. INTRODUCTION

This testimony is submitted to the U.S. Senate Sub Committee on Food and Nutrition chaired by Senator Tom Harkin to describe the operation of Commodity Programs administered by the Iowa Department of Human Services (DHS). The testimony includes a description of each program operation and related statistics for state fiscal years FY82 through FY87 where applicable. The following USDA Commodity Programs are administered by DHS.

- Temporary Emergency Food Assistance Program (TEFAP)
- Charitable Institution Program (CI)
- Nutrition Program for the Elderly (NPE)
- Commodity Supplemental Food Program (CSFP)
  (Polk County only)
- Elderly Feeding Pilot Project (EFPP)
  (Polk County only)

2. OPERATIONS SUMMARY

TEFAP

The Temporary Emergency Food Assistance Program has been an unqualified Iowa success. Since its inception in January 1982, under Executive Order of the President and continuation by Congress under P.L. 98.8 (Jobs Bill) and P.L. 98-92 (Dole Bill), Iowa has distributed 75.2 million pounds of surplus food valued at 87.8 million dollars.

At its peak, 1.3 million pounds of cheese and 500,000 pounds of butter were distributed monthly to 185,000 households or almost 500,000 individuals.

Public and private sector cooperation is clearly a hallmark of Iowa's success with the TEFAP Program. Over 4,000 Iowans currently donate between 8,000 and 15,000 volunteer hours each month to make the program work.

Local organizations - Area Aging, community action agencies, churches, unions, municipal and county governments, Salvation Army units, business, and others have formed an effective statewide distribution system which DHS serves through its central distribution administrative unit, and coordinates through its district offices. Without "above and beyond the call" performance at every level from DHS to local agencies, to volunteers, the Program could not succeed.

CHARITABLE INSTITUTION PROGRAM

The Charitable Institution Program was authorized by Congress in August of 1935 under the Agricultural Act to provide food assistance to improve nutrition for needy persons in or served by non-profit tax exempt private or public tax supported institutions or organizations which have a regular feeding program.

Under this program, during the period of July 1981 through June 1987, Iowa has distributed 22.1 million pounds of surplus commodities valued at 14.9 million dollars.

During this same period the number of charitable institutions and organizations served increased from 270 to 480 (178% increase). This program is self supporting and requires no federal grant funding to support its existence. Transportation and storage costs and a small administrative fee is paid by the recipient institutions. Over the years this program has proven to be very beneficial in providing high quality nutrition foods for needy individuals in or served by institutions or organizations.

NUTRITION PROGRAM FOR THE ELDERLY

This program was established under Public Law 98-13 in 1965 to improve the nutritional status of citizens 60 years old and over. DHS provides ordering, warehousing, and distribution services to the Iowa Department of Elderly Affairs (DEA). The Iowa Department of Elder Affairs is responsible for overall operation of the program providing policy direction and coordinative services to the 13 area agencies on aging which operate congregate feeding programs. The Department of Human Services provides food ordering, warehousing and distribution services for this program.

The Iowa Department of Human Services under agreement with the Iowa Department of Elderly Affairs has distributed 1.9 million pounds of surplus food valued at 2.1 million to DEA agencies during the period of October 1985 through September 1987.

COMMODITY SUPPLEMENTAL FEEDING PROGRAM (CSFP)

The CSFP Program, established under P.L. 95-113, provides a variety of commodities to women, infants, and children in low income groups who are vulnerable to malnutrition. The CSFP Program also provides nutriton education. This program is presently limited to Polk County only. During the period of October 1981 through September 1987 the Department distributed 6.5 million pounds of food valued at 3.8 million dollars to eligible clients in Polk County. Clients may participate in either the WIC program or CSFP Program but cannot receive benefits from both programs during the same month. Commodities provided include fruits, vegetables, fruit juices, formula, grain products, and dairy products.

ELDERLY FEEDING PILOT PROJECT

This program was established in 1982 by Congress under Public Law 97-98 to test distribution of commodity food supplements as a cost effective way to relieve chronic under nutrition among the nation's elderly people. USDA selected Polk County Iowa as one of three pilot projects now operating in Iowa, Michigan, and Louisiana. DHS provides ordering, warehousing, distribution, and federal reporting services for Polk County.

This program has been a very popular program and proved to be a valuable source of food assistance to our local elderly who would otherwise receive little or no assistance. Local volunteers provide a great deal of assistance in making this program successful.

3. OPERATIONS FUNDING AND STATISTICAL DATA FOR COMMODITY DISTRIBUTION PROGRAMS

Included within this section are summaries of operating income and expenses for the current and just completed state fiscal years. Following the finanancial summary for each program is a chart indicating the number of persons served and other key data.

Please refer to chart #1 attached for total pounds and value of USDA commodities distributed through commodity programs administered by Iowa Department of Human Services for the period of state fiscal years 1982 through 1987.

A. TEFAP

Income		State FY87	State FY88
. Federal Grant		$543,784	$436,896
. State		0	42,000
. Other		31,205	116,000
	Total	$574,989	$594,896
Expense			
. Transportation		$356,838	$350,000
. Local Distribution		181,488	154,000
. Other		5,458	8,000
	Total	$543,784	$512,000
	Balance Forward	$ 31,205	$ 82,896
	Cost - per pound	4.2 cents	4.3 cents

	1983	1984	1985	1986	1987
Average No. Households Served per Mo.	157,568	*100,360	126,895	** 83,994	68,081
Average No. Individuals Served per Mo.	413,791	*253,063	314,077	**225,250	164,076
Total Vol. Hours	NA	NA	219,852	139,418	130,463

* For the period of July through October 1983 distribution was cut back to two DHS districts per month due to a reduction in the availability of cheese and butter.

** October 1985 started bi-monthly distribution.

Currently distributing out of 620 sites.

B. CHARITABLE

Income	State FY87	State FY88
. Reimbursements	$228,947	$200,000
. Administrative Fee	211,600	225,000
Total	$440,547	$425,000
Expense		
. Storage/Transportation	$228,947	$200,000
. Operations	207,247	180,000
Total	$436,194	$380,000
Balance Forward	$ 4,353	$ 45,000
Cost - per pound	9.3 cents	7.6 cents

	1984	1985	1986	1987
No. Institutions Participating	359	398	410	*439
Total No. Needy Persons Served	19,495	21,679	21,984	19,920
Total Population	28,739	32,389	32,885	31,989
Total No. Meals Served	28,442,591	32,054,950	32,684,188	32,827,419
Total No. Meals to Needy	18,623,436	20,487,394	20,947,132	20,266,249

* As of this date there are 480 institutions participating in the program.

C. NUTRITION PROGRAM FOR THE ELDERLY

Note: The Iowa Department of Human Services (DHS), under agreement with the Department of Elderly Affairs, provides logistic services including ordering, warehousing, and distribuiton of commodities for this program. DHS receives no federal money for this operation.

Local DEA agencies reimburse DHS for storage and transportation plus a nominal administrative fee to help defray costs.

	1986	1987
Congregate Meal Sites	383	394
Clients Served		
. Meal Site	82,750	72,187
. Home Delivered	28,400	16,556
Total Meals Served	4,353,870	4,501,013

D. COMMODITY SUPPLEMENTAL FOOD PROGRAM/ELDERLY FEEDING PILOT PROJECT

Note: These two progrmas are combined and funded under one federal appropriation.

Income		State FY87	State FY88
. Grant		$408,279	$347,554
	Total	$408,279	$347,554
Expense			
. Pass through to Polk Co.		$364,151	$320,176
. State Adm		30,000	27,378
		$394,151	$347,554
	Balance Forward	$ 14,128	-0-

COMMODITY SUPPLEMENTAL FOOD PROGRAM AVERAGE CASE LOAD

Client Description	1986	1987
0-3 months	52.5	44.0
4-12 months	151.7	118.2
13 months - 6 yrs.	1879.6	1689.7
Breastfeeding	86.3	86.2
Postpartum and Non B.F.	323.0	345.5
Total	2492.1	2283.6
Authorized Cap	2342	3166

ELDERLY FEEDING PILOT PROGRAM AVERAGE CASE LOAD

Client Description	1986	1987
60+ years	4087.2	4626.7
Authorized cap	4664.0	6200.0

4. RECOMMENDATIONS

A. TEFAP

Conflict between the dual purposes of this program -- to reduce commodity surpluses, and to provide food assistance to the needy -- must be resolved. While the program has proven to be a very popular and cost effective means of reaching the nation's needy with food assistance, it has been plagued by an uncertain future and wide swings in distribution levels. Many of the problems stem directly from a view of the program as temporary and an emphasis upon eliminating surpluses over serving the hungry.

For example, we are now facing the possibility of further reduction of dairy products, rice, and honey after March 1988. In fact we have already received notification from USDA that there will be no more rice or honey available starting with the 3rd quarter allocations.

Many of Iowa's needy, including the working poor, rely on this source of basic nutrition to supplement their modest food budgets. The numbers of individuals living under the poverty income level has increased every year for the past six years. This is not the time to restrict food supplies, but a time to provide all the assistance possible to our nation's needy.

Iowa distributed 12.8 million pounds of commodities to needy Iowans during state fiscal year 1987 at an average cost of 4.2 cents per pound which indicates the degree of efficiency possible with this program.

We recommend that the Temporary Emergency Food Assistance Program be recognized as one of the most efficient means of providing supplemental nutritional assistance to the needy; that the program no longer be considered temporary nor emergency, but rather a permanent part of the federal government's continuing efforts to eliminate hunger in America.

Specifically, it is recommended that Congress establish minimum annual national allocations of basic commodities to domestic food assistance programs, including TEFAP, and that these minimum allocations have priority over foreign distributions and sales. Further, it is recommended that USDA be directed to purchase sufficient foods to fulfill the minimum allocations regardless of market conditions. Surpluses generated by price support and surplus removal mechanisms should also be first offered to domestic food assistance programs to increase allocations for the specific products while the surplus exists.

On many occasions recommendations have been made to USDA and to Congress to correct specific operating deficiencies and inequities and to increase the amount of money appropriated to pay distribution costs. Our most recent operational recommendations are contained in the attached letter to Senator Tom Harkin dated April 1, 1987.

B. CHARITABLE INSTITUTIONS

As with TEFAP, the Charitable Institution Program's distribution level fluctuates not according to the level of need but driven by the price support structure and foreign distributions.

We recently received notification from USDA that we will receive 38% less dairy products, rice, and honey for FFY88 than distributed during FFY88. This reduction comes at a time when our charitable institutions are trying to maintain services on very limited budgets. We are hopeful that USDA's inventory will soon recover to a point where we can return to previous distribution levels.

Again, it is recommended that Congress establish minimum annual national allocations of basic commodities to domestic food assistance programs, and that these minimum allocations have priority over foreign distributions and sales.

C. COMMODITY SUPPLEMENTAL FOOD PROGRAM/ELDERLY FEEDING PILOT PROGRAM

The interim rule of September 1986, stated that those states with excess C.S.F.P. caseloads could request approval to serve the elderly. This legislation tied the EFPP to the CSFP Program. The criteria for establishing an elderly feeding project requires that a state must first have a Commodity Supplemental Food Program in operation. In order to start a Commodity Supplemental Food Program it must be proven that a least 2/3 of the target population has unmet needs which WIC has not served. WIC is a much bigger program and is serving most of the potential population. Therefore, it is impossible to start additional EFPP programs in Iowa.

It is recommended that states be permitted to initial additional EFPP programs in areas where a CSFP is not in place because WIC is adequately serving low income women, infants and children in the area.

Funding for CSFP and EFPP is combined and no longer separately funded. To maintain accountability, it is recommended that funds be allocated separately.

In Iowa the CSFP utilizes income guidelines set at 185% of poverty. However, the EFPP Program is mandated to be set at 130% of poverty even though it is tied to the CSFP Program. It is recommended that the income guideline for the EFPP Program be increased to be consistent with the CSFP guidelines set at 185% of poverty.

There also is a need for consistency in the formula provided for babies through the CSFP Program. Doctors make referrals to us based on the type of formula our CSFP offers. However, sometimes we get S.M.A., other times it might be Similac, etc. Here in Iowa we prefer the liquid formula instead of powdered. The liquid formula is easier to utilize and most doctors start babies on liquid formula.

Chart No. 1

POUNDS DISTRIBUTED/VALUE FOR STATE FISCAL YEARS

	1982	1983	1984	1985	1986	1987	Total-to-date
C.I.	3,105,199.00# $1,819,161.35	3,057,459.95# $2,056,126.23	4,355,457.00# $2,849,264.85	3,603,973.25# $2,541,784.47	3,201,553.70# $2,110,668.91	4,702,214.00# $3,587,776.27	22,025,856.90# $14,964,782.08
N.P.E.					816,312.54# $ 963,130.03	1,103,296.63# $1,079,515.07	1,919,609.17# $2,042,645.10
C.S.F.P.	946,383.00# $ 624,014.64	974,473.00# $ 520,591.02	1,262,514.00# $ 835,183.45	1,104,003.85# $ 693,171.56	1,091,442.69# $ 706,381.58	1,152,091.27# $ 634,063.98	6,530,907.81# $3,813,406.23
E.F.P.P.		391,148.00# $ 213,912.35	919,113.00# $ 487,369.13	1,397,530.70# $ 830,435.27	1,302,581.70# $ 622,240.06	1,535,170.49# $ 927,231.95	5,545,543.89# $3,081,188.78
T.E.F.A.P.	3,293,648.00# $4,862,169.33	16,195,865.00# $23,834,719.31	13,419,696.00# $17,920,808.17	13,637,896.00# $16,393,194.86	15,784,800.00# $14,405,561.99	12,844,049.00# $10,394,486.40	75,175,954.00# $87,810,940.06
TOTALS	7,345,230.00# $7,105,345.32	20,618,945.95# $26,625,348.91	19,956,780.00# $22,092,625.60	19,743,403.80# $20,458,586.16	22,196,690.63# $18,807,982.59	21,336,821.39# $16,623,073.67	111,197,871.77# $111,712,962.25

CI - Charitable Institution Program
NPE - Nutrition Program for the Elderly (Congregate meals)
CSFP - Commodity Supplemental Feeding Program (Polk Co. only)
EFPP - Elderly Feeding Pilot Project (Polk Co. only)
TEFAP - Temporary Emergency Feeding Assistance Program

STATE OF
IOWA
TERRY E. BRANSTAD, GOVERNOR
DEPARTMENT OF HUMAN SERVICES
NANCY A. NORMAN, COMMISSIONER

April 1, 1987

Senator Tom Harkin
210 Walnut
Room 733-Federal Building
Des Moines, Iowa 50309

Dear Senator Harkin:

On behalf of the many needy families who regularly obtain foods available through the Temporary Emergency Food Assistance Program (TEFAP), thank you for your sponsorship of S.728 "To improve the nutrition of the homeless and for other purposes."

The "other purposes" (i.e. Sections 4 and 5 of the bill) are of particular interest to me as the administrator of TEFAP for the State of Iowa. An increase in funding from $50 to $60 million for FFY 87 and then to $70 million the next year will make possible an expansion of the program to reach more hungry people more often with more food. The additional money (if more food is also made available) would allow our program to expand.

- The total pounds of food distributed annually could be increased by approximately 40%;
- The frequency of distribution would increase from bi-monthly to monthly (Iowa distributed monthly from January 1982 until September 1985 when USDA cancellation of state processing and limitations on the amount of food available forced a reduction in distribution frequency.);
- The variety of foods offered at each of 673 distribution sites would be increased and made more consistent across the state; and
- Local agencies would be reimbursed for a greater portion of the costs of their distribution efforts.

I can assure you that, at least here in Iowa, any additional funds will go to pay food storage and transportation expenses and to reimburse local agencies for their distribution costs. Central administrative staff will not be increased.

As this and other bills to improve and expand TEFAP make their way through Congress, I suspect there may be opportunities for amendment. If this is the case, please consider the following proposals:

- Require USDA to allocate sufficient quantities (as well as varieties) of surplus food to meet the needs of all persons eligible for the program. In Iowa households with income at or below 185% of poverty are eligible. (This is the same income standard used for the reduced price school lunch program.) Iowa's allocation for FFY 87 is 10,700,000 pounds of food. This is simply not enough even though we expect to get approximately 4,000,000

HOOVER STATE OFFICE BUILDING - DES MOINES, IOWA 50319-0114

pounds more through a reallocation process set up by USDA. This still is not enough, but it is as much as the state can afford to distribute at the current funding level.

Our concern is that an increase in the level of funding will have little impact unless Congress causes an increase the amount of food released for distribution.

The Secretary of Agriculture has released 1.056 billion pounds of food to TEFAP for FFY 87. If funding is increased to $60 million, then the food level should be increased proportionately to 1.267 billion pounds. A $70 million funding level for FFY 88 should result in a release of 1.478 billion pounds of food.

USDA often raises "market displacement" as the basis for a cautious approach to feeding the hungry. Hungry people should not be penalized because of a vague suspicion that somewhere someone is getting free cheese that they might otherwise be able to and would purchase. One possible approach to this problem would be to grant to Governor's the authority to increase their state's food allocation level by 10% or more simply by certifying to USDA a need for the additional food. A statement that the increased distribution level will not cause market displacement could be part of the certification.

. The allocation formula now used by USDA to apportion food (and funds) among states penalizes those which try to serve as many low income persons as often as possible, while states that serve fewer people face no reduction in their food or funding allocation. States can in effect choose the level of need they wish to address by fixing an income eligibility level at any point up to 185% of poverty. Congress could establish an allocation formula which provides food and funding in proportion to the level of need that each state chooses to address.

. To assure that funding is adequate to meet all in-state storage and distribution expenses and to assure that funding, as well as food, is equitably apportioned among the states, Congress could establish a per pound allocation rate of 5 cents and force the agency make the money follow the food. In other words, the more food a state distributes the more money it gets. States which turn back food (so that they distribute less than their allocation) should also be required to turn back a proportionate part of the money allocated for distribution.

- Congress could permit states to process and package bulk food (cheese, dry milk, butter and possibly other commodities) into home usable portions and establish a reasonable per pound reimbursement rate for this service. Iowa and other states prior to FFY 86 proved that they could process cheese more efficiently than the USDA contract system and in so doing help finance the costs of in-state distribution and assure themselves of a continuous, wholesome, and timely supply of cheese. USDA cancelled the state processing system.

Thank you again for your efforts and for considering our recommendations. Please feel free to call William Armstrong at (515) 281-5808 if we can be of assistance in improving the TEFAP program.

Sincerely,

Nancy A. Norman

Nancy A. Norman
Commissioner

NAN/WAA/mh

STATE OF IOWA
TERRY E. BRANSTAD, GOVERNOR
DEPARTMENT OF HUMAN SERVICES
NANCY A. NORMAN, COMMISSIONER

December 11, 1986

Beverly A. King
Program Administration Branch
Food and Nutrition Service
Food Distribution Division
Park Office Center
3101 Park Center Drive
Alexandria, Virginia 22302

Dear Mrs. King:

SUBJECT: TEFAP FORMULA

We appreciate the opportunity to comment on the formula for distributing commodities and funds for the Temporary Emergency Food Assistance Program.

Iowa has enjoyed a successful association with the TEFAP Program since its inception in 1982. We have piloted many aspects of the program and consider ourselves to be a leader both in terms of the efficiency of our distribution system and the effectiveness of our effort to supplement the nutritional needs of a broad proportion of Iowa's poor.

The small quantities of surplus food released by the Secretary for this program have magnified the importance of the allocation formula and directed the spot lights on its deficiencies. I applaud your efforts to begin dealing with the formula's inequities, but suggest that at least some of our concerns could be remedied by the Secretary simply releasing more food. In the likely event that more food is not released our recommendations are as follows.

Before expressing a recommendation for improvement of the allocation formula, I wish to identify problems and concerns stemming form the current formula: first and foremost the formula appears to do a poor job of getting the food (and money) to states in proportion to their willingness and ability to address nutritional needs of the poor and jobless. In a gross sense the formula is working (it discriminates between the needs of Wyoming and New York) but the post allocation shuffling which takes place after each quarterly announcement indicates much opportunity for improvement. Iowa is a state which invariably needs more food than the allocation formula provides. Orderly, deliberate distribution planning is complicated by a process of begging first at the regional then at the national level for more food. The uncertainty and lack of timeliness are two features of this process which are slowly eroding our local volunteer network.

Conversely states which are allocated more than experience has shown they need, are each quarter forced to refuse a portion of their allocation. While they may be doing a more than adequate job of serving the need which exists, returning the unused part of the allocation can be negatively perceived; be a political embarrassment. I am also sure USDA can do without the administrative and logistical hassles associated with reallocations. The lack of published USDA procedures and criteria for reallocation decisions could also nurture suspicion of favoritism.

A second problem stems from the dissonance between a single, rigid and thus simple national allocation formula imposed on state systems where the hallmarks are diversity and flexibility. States are required to fix an income eligibility standard but beyond that are free (within reason) to establish household limits and distribution frequencies as they see fit. Even the income standard can vary up to 185% of poverty.

With this diversity states which are identical (same poverty and unemployment proportions) could have widely differing distribution programs. If the USDA permits state control and accepts the diversity it breeds, then the national allocation formula must accommodate state by state differences rather than allocating food solely on the basis one or two national criteria. The USDA must support the states as they each define "needy" and as they each choose to address the need they define.

A third concern - federal funds allocated to states to help pay distribution expenses are not well coordinated to the level of distribution the states chooses to support. As with the food allocation formula, the choices the state has made can significantly impact the level of cost of distribution. While the soon to be effective 50% match on administrative expenses will somewhat mitigate the inequity of the formula, it is still possible for a state to support an administratively top heavy, efficient distribution system which is less than fully effective in addressing nutritional needs of the poor. A state which restricts the flow of food to the needy (with a low income standard and infrequent distributions) incurs no funding penalty.

Fourth on the list - while food and funds are allocated in part on the basis of national unemployment data, it has been Iowa's experience that USDA will not permit food to be distributed to households headed by unemployed persons without further qualification. Unemployed persons are permitted to obtain surplus foods only if they meet the income eligibility standard. Unemployment in and of itself can not now be a sole determinate of eligibility.

Finally I must state again that the level of surplus food released by the Secretary and the level of funding appropriated by Congress to help pay the costs of state and local distribution efforts are inadequate to address the nutritional needs of Iowa's and the nation's poor and unemployed. USDA must begin to view the program goal of providing nutritional assistance to the nation's needy as the program's first priority. Certainly USDA can suggest ways of dealing with commodity price support issues such as displacement and the level surplus in storage, without limiting the amount of milk allocated for America's needy children.

On behalf of the State of Iowa, the Iowa Department of Human Services and the needy Iowans which the Temporary Emergency Food Assistance Program serves, the following suggestions are made to improve the current allocation of food and funds to this food assistance program more responsive to current and future needs.

1. Eliminate the process of allocating funds based upon a national formula in favor of a system that provides that the funds follow the food. For each pound of food that a state receives for distribution, it would also receive payment - an amount of money based upon a simple arithmetic calculation:
funds appropriated   by the pounds released by the Secretary for distribution
X pounds received by the state.

For example, if Congress appropriated $50 million to reimburse states for distribution costs and the Secretary released 1 billion pounds of food (cheese, butter, dry milk, rice, etc.) for TEFAP distribution during a year each state would receive 5 cents for each pound of food it received for distribution.

States which distributed less food would get less money and conversely the more food a state distributed the more money it would receive.

This proposal has advantages: it is simple; it encourages performance and rewards efficiency; it is equitable - states would receive funds for actually "serving" rather than simply "having" needy persons within their borders; it would easily fit within the current regulatory framework; it can be flexible - per pound calculations could be done annually, semi-annually or quarterly pending upon perceptions of program volatility; and finally this proposal holds the potential for limiting federal expenditures automatically to only that level which is needed to support state activity - if the level of activity declines nationally so that less food than released is distributed, then federal funds are automatically saved for reversion.

The proposal is not perfect: it would not consider inherit differences in the costs of distribution among states - compact urban states would tend to get more money than needed at the expense of large sparsely populated states. Economies of scale would also work to the disadvantage of large sparsely populated states.

2. While funds should follow the food, a formula remains necessary to equitably allocate quantities released by the Secretary among the states. It is recommended that the formula accommodate the diversity permitted among state under governing federal regulations.

The current formula is faulted because 1) almost all state plans have household income eligibility standards are different from the poverty level and are different from each other, 2) because federal policy prohibits states from granting eligibility on the basis of employment status.

To deal with the last fault first it is recommended that USDA either permit states to grant eligibility to households headed by unemployed persons without consideration of income or that it drop "number of unemployed persons" from the formula.

If eligibility is granted to unemployed persons then the weighting factor should be based upon the number of eligible unemployed persons which are not also eligible within each state under the state's income eligibility standard as a proportion of the total eligible population within the state.

To deal with the first fault, the formula should be refined to consider the eligible population within each state as a proportion of the total national eligible population. This, in essence, would factor in the income eligibility standard differences among states - states with a 185% of poverty standard would be allocated proportionately more food than a state with a 130% standard.

By tying the allocation formula closer to the level of distribution which each state has chosen to support I suspect that the periodic regional and national reallocation process can be diminished if not avoided - states will get what meets their needs in the first place.

If unemployment is not accepted as a condition granting eligibility, it is recommended that each states' eligible population as a proportion of the total nationally eligible population be the sole allocation formula factor.

I would qualify this recommendation by stating that Iowa would support USDA efforts to tie the allocation formula closer to the distribution levels each state has chosen to maintain. Further refinement of the formula should move from "eligible population" to the number and frequency of the eligible population actually served. Refinements could factor in such criteria the frequency of distributions (monthly, quarterly, etc.) the amount of food provided to each household (one or two loafs of cheese, pounds of butter) and the number of distribution sites per square mile, per eligible household. Perhaps it would be more accurate to simply use the historical record to identify the population served in each state and further to determine at what level the population was served by simply using the amount of food distributed by the state during the previous year.

One final and perhaps a more workable qualification - it is recommended that no state be forced to accept an allocation less in quantity than received for distribution in a previous period (year or quarter). State which consistently distribute more than their allocation would no longer face the uncertainties of eleventh hour regional and national reallocations. Allowing allocations to increase to match actual distribution levels would act to fine tune the formula. Of course without an increase in quantities released by the Secretary, state which distribute less than their allocation would eventually have their allocation adjusted to match the level they have chosen to distribute.

In summary Iowa recommends that:

1) Funds follow the food;

2) Food be allocated on the basis of eligible populations

   a) That consideration be given to incorporating historical data to reflect the proportion and frequency of the population actually served,
   b) That allocations be no less than a state has previously distributed; and

3) That eligibility and allocation regulations treat unemployment the same.

Sincerely,

William A. Armstrong, Chief
Bureau of Operations Analysis
/mh

Senator **Harkin**. Next is Jane Jorgenson. If you could keep your comments to about 5 minutes.

STATEMENT OF JANE JORGENSON, IOWA DEPARTMENT OF HUMAN SERVICES, FOOD STAMP PROGRAM POLICY ADMINISTRATOR, DES MOINES, IA

Ms. **Jorgenson**. My name is Jane Jorgenson and I am a Food Stamp Program policy administrator and I am here today to present testimony on behalf of the Iowa Department of Human Services to the U.S. Senate Agriculture Committee's Subcommittee on Nutrition and Investigations at the field hearing on domestic hunger as it relates to the Food Stamp Program. The Food Stamp Program has historically been highly successful in meeting the goal of helping to feed the hungry. In Iowa there are currently 71,000 households, which includes 181,500 persons, who receive $8.7 million in food stamp benefits each month.

The Food Stamp Program is a national program which is designed to raise the nutritional level of low-income Americans by providing food coupons to supplement their food budgets. Eligibility for food stamps is determined by Federal guidelines for resources and income. The amount of coupons provided to families is determined by household size, income, and the allowance of certain reductions. Applications for food stamps are processed by income maintenance workers in county offices across the State.

There are areas where we believe changes in the legislation would enable the Food Stamp Program to be more effective and responsive to families in need of assistance. Changes in the following areas are recommended.

STUDENT LOANS

First in the area of student loans. While the recent amendments to the Higher Education Act have helped eligible students, we think that further changes should be made in the treatment of educational money which is granted to undergraduate students under the Commissioner of Education. This money should be exempt from income for the Food Stamp Program.

Such a change would assist eligible students who are working to develop skills to attain self-sufficiency rather than putting obstacles in their path. This change would also bring consistency to the food stamp and Aid to Families With Dependent Children policies.

SELF-EMPLOYMENT INCOME

The second area for recommending change is we recommend that the Food Stamp Program be allowed to deduct the principle payments for capital assets as a cost of doing business for self-employed persons.

This change would help self-employed individuals who are not allowed a deduction for depreciation in calculating food stamp eligibility but who are still making payments for capital investments. It would also provide relief to farmers who are having the proceeds from the sale of crops or livestock going directly to a lender if the loan is for capital assets. In both instances, the family does not have the money paid for these business expenses available to meet their food needs.

CHILD CARE DEDUCTION

The third area is in the area of child care deduction. We recommend that the child care cap be increased.

Currently the maximum amount of child care deduction is set at $160 per month per family, regardless of circumstances. In the most recent survey done in Iowa it was found that the average cost of child care for one child was $200 per month. The AFDC Program allows $160 per child per month.

In order to ensure that working families are able to provide adequate food and pay for necessary child care, the child care deduction for food stamps needs to be raised to a more realistic level. We would recommend that the same allowance be used in the food stamp and AFDC programs to further the concept of program consistency.

MEDICAL DEDUCTIONS

The fourth recommendation is in the area of medical deductions.

The current provisions on the use of medical expenses as deductions from food stamp income are complicated and difficult for the elderly and disabled to understand, resulting in less benefit to these households.

Because deductions are not allowed until reimbursement has been received from a third party if due, it is possible the client may not be entitled to a deduction for as long as 1 to 2 years after the expense is incurred. This is long after the client has had to pay a bill. In addition, many clients don't understand when to report the bill or reimbursement in order to receive the food stamp deduction and so do not receive any deduction.

We recommend simplification of the procedure for medical expense deductions. One method would be as follows:

One, consider all bills incurred for the past year, whether it was a one-time bill or ongoing bill.

Second, to allow a federally established percentage of the total of the bills as the amount of client deduction for food stamps. There could be two percentages established, one for clients who are covered only by Medicare and a different percentage for those clients who also have supplemental insurance. This amount would then be prorated over the next year.

Third, an allowance would need to be made for significant increases in a person's medical expenses.

CHILD SUPPORT AND ALIMONY

The fifth area we recommend is in the area of child support and alimony.

We recommend that child support and alimony payments which are being made by food stamp households be allowed as a deduction from income.

Under the current program regulations, individuals who are meeting their legal obligation to their children are having their current families penalized. The money which is used to meet these expenses is not available to purchase food. We believe that the Food Stamp Program policies should encourage people to meet their support obligations rather than discourage them.

GENERAL ASSISTANCE VENDOR PAYMENTS

The sixth area is in the area of general assistance vendor payments.

We recommend that general assistance vendor payments which are granted on an as needed or emergency basis, as opposed to ongoing assistance, should be disregarded as food stamp income in the same way other vendor payments are disregarded.

I want to thank the Chair of the subcommittee, Senator Harkin, for providing us with this opportunity for our suggestions to improve the Food Stamp Program so that it may better serve our needy citizens.

[The prepared statement of Jane Jorgenson follows:]

Prepared Statement of Jane Jorgenson, Iowa Department of Human Services

Testimony to
U.S. Senate Agriculture Committee's Subcommittee on Nutrition and Investigations

Field Hearing on Domestic Hunger

I am here today to present testimony on behalf of the Iowa Department of Human Services to the U.S. Senate Agriculture Committee's Subcommittee on Nutrition and Investigations at this field hearing on domestic hunger as it relates to the food stamp program. The food stamp program has historically been highly successful in meeting the goal of helping to feed the hungry. In Iowa, there are currently 71,000 households, which includes 181,500 persons, who receive 8.7 million dollars in food stamp benefits each month.

The food stamp program is a national program which is designed to raise the nutritional level of low-income Americans by providing food coupons to supplement their food budgets. Eligibility for food stamps is determined by federal guidelines for resources and income. The amount of coupons provided to families is determined by household size, income and the allowance of certain deductions. Applications for food stamps are processed by income maintenance workers in county offices across the state.

There are areas where we believe changes in the legislation would enable the food stamp program to be more effective and responsive to families in need of assistance. Changes in the following areas are recommended.

1. Student Loans
While the recent amendments to the Higher Education Act have helped eligible students, we think that further changes should be made in the treatment of educational money which is granted to undergraduate students under the Commissioner of Education. This money should be exempt from income for the food stamp program.

Such a change would assist eligible students who are working to develop skills to attain self-sufficiency rather than putting obstacles in their path. This change would also bring consistency to the food stamp and Aid to Families with Dependent Children policies.

2. Self Employment Income
We recommend that the food stamp program be allowed to deduct the principle payments for capital assets as a cost of doing business for self employed persons.

This change would help self employed individuals who are not allowed a deduction for depreciation in calculating food stamp eligibility but who are still making payments for capital investments. It would also provide relief to farmers who are having the proceeds from the sale of crops or livestock going directly to a lender if the loan is for a capital asset. In both instances, the family does not have the money paid for these business expenses available to meet their food needs.

3. Child Care Deduction
We recommend that the child care cap be increased.

Currently the maximum amount of child care deduction is set at $160 per month per family regardless of circumstances. In the most recent survey done in Iowa it was found that the average cost of child care for one child was $200 per month. The AFDC program allows $160 per child per month.

In order to ensure that working families are able to provide adequate food and pay for necessary child care, the child care deduction for food stamps needs to be raised to a more realistic level. We would recommend that the same allowance be used in the food stamp and AFDC programs to further the concept of program consistency.

4. Medical Deductions
The current provisions on use of medical expenses as deductions from food stamp income are complicated and difficult for the elderly and disabled to understand resulting in less benefit to these households.

Because deductions are not allowed until reimbursement has been received from a third party if due, it is possible the client may not be entitled to a deduction for as long as one to two years after the expense is incurred. This is long after the client has had to pay the bill. In addition many clients don't understand when to report the bill or reimbursement in order to receive a food stamp deduction and so do not receive any deduction.

We recommend simplification of the procedure for medical expense deductions. One method would be as follows:

a. Consider all bills incurred for the past year, whether one-time or on going.

b. Allow a federally established percentage of the total of the bills as the amount of client deduction for food stamps. There could be two percentages established, one for clients who are covered only by medicare and a different percentage for those clients who also have supplemental insurance. This amount would then be prorated over the next year.

c. Allowance would need to be made for significant increases in a person's medical expenses.

5. Child Support and Alimony
We recommend that child support and alimony payments which are being made by food stamp households be allowed as a deduction from income.

Under the current program regulations, individuals who are meeting their legal obligations to their children are having their current families penalized. The money which is used to meet these expenses is not available to purchase food. We believe the food stamp program policies should encourage people to meet their support obligations rather than discourage them.

6. General Assistance Vendor Payments

We recommend that general assistance vendor payments which are granted on an as needed or emergency basis, as opposed to on going assistance, should be disregarded as food stamp income in the same way other vendor payments are disregarded.

I want to thank the chair of the subcommittee, Senator Harkin, for providing us with this opportunity for our suggestions to improve the food stamp program so that it may better serve our needy citizens.

Senator **Harkin**. Thank you very much. Excellent testimony, great suggestions. On the self-employed and the allowance for child care, the one on the child. I hope we can follow through on that.

Dennis Bach, Iowa Department of Public Health. Welcome to the subcommittee. Please proceed.

STATEMENT OF DENNIS H. BACH, DIRECTOR, SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS, AND CHILDREN, IOWA WIC PROGRAM, IOWA DEPARTMENT OF PUBLIC HEALTH, DES MOINES, IA

Mr. **Bach**. My name is Dennis Bach, and I am the director of the Special Supplemental Food Program for Women, Infants, and Children, better known as the Iowa WIC Program, for the Iowa Department of Public Health.

I would like to compliment the people who organized the hearing this morning. By putting people like that first, you get information from the people that really know what the problems are and probably have the most answers. I have a tremendous admiration for people that are out there delivering services every day. Their jobs are so much more difficult than those of us that deal in oversight and work with the Federal regulations.

The WIC Program has somewhat of a dual identity. I am here today primarily because it is a feeding program and this hearing is examining issues of hunger and undernutrition. But WIC is also just as much a nutrition education and health program. That is a point which I will refer to frequently in my remarks.

The WIC Program is much smaller than either food stamps or school lunch. It serves a different, more highly targeted population—pregnant women, infants, and children under the age of 5—and its goals are somewhat different. It is not intended to ensure a basic diet. It is an intervention program, designed to improve the status of a high risk population. It serves as a compliment to food stamps and school lunch, not as competition or duplication.

The Iowa WIC Program is funded to serve approximately 39,000 participants per month in Federal fiscal year 1988, at a cost of approximately $17.3 million. Of this, $13.8 million will pay for food for participants. The remaining $3.5 million will pay for all the other direct services and administration of the program. This $3.5 million is related to the dual nature that I referred to earlier. Although this is referred to in the legislation as funds for "administration and nutrition education," it is much more than that. Most of it is used to pay for the operation of the local health clinics. Only 5 percent to 10 percent is used to pay for what in most programs is defined as administrative costs.

One purpose of this hearing is to examine whether there are gaps, duplications, or inefficiencies in service within these programs. A few years ago we were instrumental in establishing a Food Program Evaluation Committee to begin looking at that issue. This committee included State agency representatives from WIC, food stamps, school lunch, CCFP, EFNEP and the Cooperative Extension Service.

In 1986, this committee conducted a statewide survey to measure the level and perceived usefulness of cooperation between these programs. There were 46 of the 99 counties included in the sample, including the 13 counties which have all of these programs or services. We had an 85 percent response rate on the survey, which means that the information should be reliable.

The survey measured the perception of the staff at the local level who are responsible for delivering services. These individuals estimated that only 33 percent of the eligible population is receiving services. Of those receiving services, about 11 percent were referred to another food related agency. Only 10 percent of the people receiving food assistance also receive any type of nutrition education. This is primarily delivered through WIC, although the legislation for food stamps and school lunch encourages them to have a nutrition education component.

The respondents indicated that they had at least monthly contact with other food programs, primarily through making referrals. Joint programming took place twice a year. We were pleased that WIC rated high in the number of referrals, both to the program and by the program.

The attitudes toward cooperation were mostly positive, and 79 percent agreed with the statements that "cooperation improves services to clients" and "cooperation strengthens my program." On the flip side, 21 percent said that "cooperation does not affect clients' status" and 20 percent said that "cooperation is too time consuming." Unfortunately, these attitudes are a barrier to delivering services, and one that cannot be overcome by legislation. It is something that we need to continuously work at.

We developed some recommendations based on the study. One is that it is necessary for agency administrators to build in opportunities for coordination. It doesn't just happen. Administrators need to recognize that cooperation is time consuming, and they need to recognize and reward staff efforts in that area.

It is also necessary to identify the barriers and the strengths specific to each agency. Not all solutions are global ones.

WIC PROGRAM—BARRIERS TO SERVICE

Probably the single biggest barrier to delivering WIC services in Iowa is the infrastructure of the program. We contract with 20 agencies to operate a network of 150 WIC clinics located in every county. Most of these are multicounty agencies. The clinics are temporary sites set up in church basements and community centers for 1 to 3 days per month. The local agency puts on a traveling road show; if this is Tuesday it must be Jones County.

This program structure causes two kinds of problems. Access for participants is more difficult. It is harder to make an appointment to get into the program. The participant has to be able to get to the clinic on the right days and during the right hours. If they can't, the alternative is often to drive to another county or do without for a month.

This system also makes working conditions difficult for staff. We recruit health professionals—nurses and dieticians—and expect them to spend half of their working life in a car. We expect long hours but cannot pay salaries that are competitive with hospitals.

The result is turnover rates of over 50 percent a year. This is expensive in terms of training and lost productivity.

Another barrier to providing WIC services is the lack of health services to coordinate with. I refer again to the program's dual nature. WIC works only when it is provided in conjunction with prenatal and well-child services. It is not effective by itself, just issuing food checks. In the last several years, Congress has significantly increased the appropriation levels for WIC in spite of austere financial conditions. Maternal and Child Health has not fared as well. Not until this year has MCH been able to initiate new programs in the remaining Iowa counties without services.

A third problem in delivering services is the WIC eligibility criteria. Participants not only have to meet an income guideline, they must also be determined to be at nutritional risk. This can only be determined by a visit to a local clinic. Frankly, virtually all applicants who are within the income guidelines have some qualifying risk. In Iowa, we are able to serve all infants and pregnant or breast-feeding women who apply. Whether we can serve a child who applies often depends on the degree of nutrition risk he or she is at. Thus we are in the position of asking parents to bring a child to a clinic somewhere in their county with no guarantee that they will receive services. Needless to say, this makes it more difficult for other agencies to do referrals to the WIC Program. Until there is funding to serve the entire eligible population, I do not see a ready solution to this dilemma.

The last barrier to providing services is money. The lack of it is the cause of the other barriers. The problem is not just the lack of money. Rather, it is having the wrong kind of money.

There is a fundamental problem with the way funds are defined within the authorizing legislation. I refer to the 80 percent allocation for food and the 20 percent allocation for "costs for administration and nutrition education." I have already addressed the fact that the 20 percent mostly pays for other direct services and not administration. The problem goes beyond one of definition. The Congressional Budget Office estimates of the cost of continuation level funding are based on projected increases in food costs. For the past several years the cost of providing direct services—largely salaries for clinic staff—has gone up faster than the cost of food. This portion of the grant should not be based on a percentage of food costs. It should be related to the number of people served and the cost of providing services.

As you well know, States are aggressively pursuing cost containment strategies for food package costs. Public Law 100-237 will open up options for more States. Although it doesn't solve the underlying problem that has been developing, it is a step in the right direction because it bases the conversion of administrative funds on a cost per participant. Before WIC comes up for reauthorization in 1989, the 80/20 definition of funds should be seriously reexamined.

I don't need to point out the connection between the "infrastructure barrier" and the "money barrier." I should explain that it is felt more acutely in Iowa than in many other States. Iowa traditionally has had about the lowest administrative cost per person of any State WIC Program. This has not been by choice. It is a direct result of the type of allocation formulas used in the past; formulas which based administrative funding on a percent of the food grant. The new allocation formula which we spent the last year working on will slowly—very slowly—begin to correct the inequities that have developed.

My comments would not be complete without addressing the percent of the eligible population served. USDA recently completed a study of the "fully eligible" population. This was the first attempt to measure the size of the population that is within the income guidelines and is also at nutrition risk. This is the most conservative measure of the population possible. It assumes that some people without sufficient resources to buy food for their families are not at nutrition risk. Even using this conservative definition, the WIC Program can serve only half the eligible population. No amount of cost containment in the food package is going to make up the difference. Serving the other half of the population will require additional resources from Congress.

SUMMARY

There are a number of possible entry points into the network of programs and agencies providing food and related services. I believe one key to the successful delivery of these services is cooperation and communication between the agencies responsible. We have attempted to foster that cooperation. A forum such as this is an opportunity to examine how successful we are and identify where improvements are possible. I appreciate the invitation to share my thoughts, and, more importantly, to listen to others. Thank you.

[The prepared statement of Mr. Bach follows:]

STATE OF
IOWA

TERRY E. BRANSTAD GOVERNOR

DEPARTMENT OF PUBLIC HEALTH
MARY L. ELLIS DIRECTOR

Testimony before the
Senate Nutrition Sub-Committee
Committee on Agriculture and Forestry
Field Hearing, January 30, 1988
Cedar Rapids, Iowa

INTRODUCTION

My name is Dennis H Bach, and I am the Director of the Special Supplemental Food Program for Women, Infants, and Children - better known as the Iowa WIC Program - for the Iowa Department of Public Health.

The WIC Program has somewhat of a dual identity. I am here today primarily because it is a feeding program and this hearing is examining issues of hunger and under nutrition. But WIC is also just as much a nutrition education and health program. That is a point which I will refer to frequently in my remarks.

The WIC Program is much smaller than either food stamps or school lunch. It serves a different, more highly targeted population - pregnant women, infants, and children under the age of five - and its goals are somewhat different. It is not intended to insure a basic diet. It is an intervention program, designed to improve the status of a high risk population. It serves as a compliment to food stamps and school lunch, not as competition or duplication.

The Iowa WIC Program is funded to serve approximately 39,000 participants per month in federal FY'88, at a cost of approximately $17.3 Million. Of this, $13.8 million will pay for food for participants. The remaining $3.5 Million will pay for all the other direct services and adminis-tration of the program. This $3.5 million is related to the dual nature that I refered to earlier. Although this is refered to in the legislation as funds for "administration and nutrition education" it is much more than that. Most of it is used to pay for the operation of the local health clinics. Only 5% to 10% is used to pay for what in most programs is defined as administrative costs.

One purpose of this hearing is to examine whether there are gaps, duplications, or inefficiencies in service within these programs. A few years ago we were instrumental in establishing a Food

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Program Evaluation Committee to begin looking at that issue. This committee included state agency representatives from WIC, Food Stamps, School Lunch, CCFP, EFNEP, and the Cooperative Extension Service.

In 1986, this committee conducted a statewide survey to measure the level and perceived usefulness of cooperation between these programs. There were 46 of the 99 counties included in the sample, including the 13 counties which have all of these programs or services. We had an 85% response rate on the survey, which means that the information should be reliable.

The survey measured the perception of the staff at the local level who are responsible for delivering services. These individuals estimated that only 33% of the eligible population is receiving services. Of those receiving services, about 11% were refered to another food related agency. Only 10% of the people receiving food assistance also receive any type of nutrition education. This is primarily delivered through WIC, although the legislation for food stamps and school lunch encourages them to have a nutrition education component.

The respondents indicated that they had at least monthly contact with other food programs, primarily through making referals. Joint programming took place twice a year. We were pleased that WIC rated high in the number of referals, both to the program and by the program.

The attitudes towards cooperation were mostly positive. Seventy nine percent agreed with the statements that "cooperation improves services to clients" and "cooperation strengthens my program." On the flip side, 21% said that "cooperation does not affect clients status" and 20% said that "cooperation is too time consuming." Unfortunately, these attitudes are a barrier to delivering services, and one that cannot be overcome by legislation. It is something that we need to continuously work at.

We developed some recommendations based on the study. One is that it is necessary for agency administrators to build in opportunities for coordination. It doesn't just happen. Administrators need to recognize that cooperation is time consuming, and they need to recognize and reward staff efforts in that area.

It is also necessary to identify the barriers and the strengths specific to each agency. Not all solutions are global ones.

Finally, we need to let the decision makers - people like you - know what services are provided and how small a proportion of the population is being reached. The last reason is part of why we are here today.

WIC PROGRAM - BARRIERS TO SERVICE

Probably the single biggest barrier to delivering WIC services in Iowa is the infrastructure of the Program. We contract with twenty agencies to operate a network of 150 WIC clinics located in every county. Most of these are multi-county agencies. The clinics are temporary sites, set up in church basements and community centers for one to three days per month. The local agency puts on a traveling road show; if this is Tuesday it must be Jones County.

This program structure causes two kinds of problems. Access for participants is more difficult. It is harder to make an appointment to get into the program. The participant has to be able to get to the clinic on the right days and during the right hours. If they can't, the alternative is often to drive to another county or do without for a month.

This system also makes working conditions difficult for staff. We recruit health professionals - nurses and dieticians - and expect them to spend half of their working life in a car. We expect long hours but cannot pay salaries that are competitive with hospitals. The result is turnover rates of over 50% a year. This is expensive in terms of training and lost productivity.

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The last barrier to providing services is money. The lack of it is the cause of the other barriers. The problem is not just the lack of money. Rather, it is having the wrong kind of money.

There is a fundamental problem with the way funds are defined within the authorizing legislation. I refer to the 80% allocation for food and the 20% allocation for "costs for administration and nutrition education." I have already addressed the fact that the 20% mostly pays for other direct services and not administration. The problem goes beyond one of definition. The Congressional Budget Office (CBO) estimates of the cost of continuation level funding are based on projected increases in food costs. For the past several years, the cost of providing direct services (largely salaries for clinic staff) has gone up faster than the cost of food. This portion of the grant should not be based on a percentage of food costs. It should be related to the number of people served and the cost of providing services.

As you well know, States are agressively pursuing cost containment strategies for food package costs. P.L. 100-237 will open up options for more States. Although it doesn't solve the underlying problem that has been developing, it is a step in the right direction because it bases the conversion of administrative funds on a cost per participant. Before WIC comes up for reauthorization in 1989, the 80/20 definition of funds should be seriously re-examined.

I don't need to point out the connection between the "infrastructure barrier" and the "money barrier." I should explain that it is felt more accutely in Iowa than in many other states. Iowa traditionally has had about the lowest administrative cost per person of any state WIC Program. This has not been by choice. It is a direct result of the type of allocation formulas used in the past; formulas which based administrative funding on a percent of the food grant.
The new allocation formula which we spent the last year working on will slowly - very slowly - begin to correct the inequities that have developed.

My comments would not be complete without addressing the percent of the eligible population served. USDA recently completed a study of the "fully eligible" population. This was the first attempt to measure the size of the population that is within the income guidelines and is also at nutrition risk. This is the most conservative measure of the population possible. It assumes that some people without sufficient resources to buy food for their families are not at nutrition risk. Even using this conservative definition, the WIC Program can serve only half the eligible population. No amount of cost containment in the food package is going to make up the difference. Serving the other half of the population will require additional resources from Congress.

SUMMARY

There are a number of possible entry points into the network of programs and agencies providing food and related services. I believe one key to the successful delivery of these services is cooperation and communication between the agencies responsible. We have attempted to foster that cooperation. A forum such as this is an opportunity to examine how successful we are and identify where improvements are possible. I appreciate the invitation to share my thoughts, and, more importantly, to listen to others. Thank you.

Dennis H Bach
Dennis H Bach, Director
Iowa WIC Program
January 30, 1988

Senator **Harkin**. Thank you very much. I would now like to turn to Dr. Schafer. Dr. Schafer is with the ISU Cooperative Extension Service. I have a copy of your prepared testimony. The prepared statement will be made a part of the record. Please proceed and thank you for coming over.

STATEMENT OF ELISABETH SCHAFER, PH.D., ASSOCIATE PROFESSOR OF NUTRITION, DEPARTMENT OF FOOD AND NUTRITION, AND EXTENSION NUTRITION SPECIALIST, COOPERATIVE EXTENSION SERVICE, IOWA STATE UNIVERSITY, AMES, IA

Dr. **Schafer**. Thank you for this opportunity. I am a professor of nutrition and also the nutrition specialist for the extension service at Iowa State University.

The extension service of Iowa State University uses education to address the human nutrition and health needs of the population of Iowa. But in the past few years, as the needs have increased, our resources to deal with the needs have been reduced.

As a nutrition scientist, I would like to emphasize a point made earlier today, and that is the true definition of hunger involves not only the quantity of food available, but also quality. Hunger is not just missing meals, it's not having nutrients in the appropriate amounts to support good health.

Now up until this point today, I feel that we have really only discussed access to food as a solution to hunger. And I believe that just having access to food is not enough. Research has shown that a major barrier or obstacle as we may wish to call it, to the relief of hunger is lack of knowledge. Lack of knowledge about which foods to select, and lack of knowledge about how to use the foods once they are obtained. Not for a moment would I suggest that people who have this lack of knowledge are to blame for their situation of being hungry. Not at all. It is simply another aspect of the situation.

Other major issues in human nutrition include the following:

Low birth weight babies, a high risk for nutritional deficiencies in pregnant women and growing children, undernourished low-income populations at all income levels. We have many people at all income levels who have eating practices that are hazardous to their health. For example, excessive vitamin and mineral supplementation and many others. Many people also have the inability to distinguish fads, frauds, and fallacies from reliable nutrition information and that leaves consumers prey to the health hazards associated with nutrition quackery.

Overweight persons are a major nutritional problem. The number one cause of death among U.S. adults is cardiovascular disease. Diet is considered a major contributor to the chronic degenerative diseases common in the United States.

By the year 2030, more than one in five Americans will be elderly and there has been, and will continue to be, a major shift in the living style of the elderly. Less and less are they living in intergenerational or institutionalized settings, more and more are living independent. And the independent elderly, those living alone, are at risk for nutritional and health problems because of poor food intake.

Programs that increase the health, the safety, the nutritional status of people have long been a priority in extension. For the last 4 years in Iowa our nutrition education in extension has had three priority goals:

One, to help families improve their food management skills so that they can reduce food costs and at the same time improve the nutritional quality of their diet.

Second, a goal has been to help people identify and use reliable and accurate nutrition information.

Third, a priority has been to help people adopt at least one aspect of a well-balanced diet, a wellness lifestyle. For example, weight management, regular exercise, or eating a diet consistent with the USDA dietary guidelines.

Extension educational programs are provided in a variety of ways, including meetings and classes for professionals and general audiences, publications, weekly radio programs, television programs, news releases, newsletters, correspondence courses. We have developed computer programs.

Program evaluation shows that as a result of using the various programs in extension there are improved menus at day care centers, nursing homes and congregate meal sites. People are increasing their use of fruits and vegetables and dairy products. They have increased exercise. They have decreased their use of salt. In one year 155 extension participants in an extension program were able to reduce hypertension through dietary management. This results in an estimated savings of $21 billion in health care costs and lost productivity.

Because of budget cuts in the past 2 years, home economics FTE's in Iowa State, have been reduced by 13 percent and food and nutrition specialists at the university have been reduced by 17 percent. This translates into less education in human nutrition.

Now a special program that we offer through extension is the Expanded Food and Nutrition Education Program, also known as EFNEP. Low-income families have special challenges in meeting their nutrient needs. Access to food does not necessarily solve nutritional problems. It is more difficult for them than those who have a more flexible and large income. Due to limited funding EFNEP is available in only 11 of Iowa's 99 counties. Counties that are not being served have large numbers of low-income families who could and should be served through this program. In 1985 Iowa had over 83,000 families eligible for EFNEP, that is living below the poverty threshold, and we served only 3,497 that year; that is, 4 percent of those eligible actually were being served. This is simply due to very minimal resources.

The impact of the EFNEP Program is evident in the changes in the diets of the participants. At enrollment only 3 percent of the EFNEP clients report eating an adequate diet. Upon leaving the program 72 percent of the clients report some dietary improvements and 40 percent are eating an adequate diet.

Let me give you two examples of how education is an essential adjunct to food access programs. Two case reports of EFNEP paraprofessionals emphasize this point.

One is from Linn County where we now are. An EFNEP paraprofessional went into a home to teach a nutrition lesson to the homemaker. The children were crying, the mother was distraught. The EFNEP paraprofessional said, "What is wrong?" The mother said, "The children are hungry. We have no food in the home. Our food stamps have run out. I've already been to the emergency food pantry twice this month and they won't let me come back again." So the EFNEP staff person said, "Well, let's just take a look in your cupboards and see what's here." Sure enough the cupboards were bare. There was no food in the home, but they were able to find two cups of flour. So the EFNEP paraprofessional taught that homemaker how to make some noodles with the flour and water. They rolled out the noodles and cooked them in boiling water and when she left the home, the children were eating. This was a lack of knowledge of how to use what was available, although what was available was meager.

Another example comes from Polk County. It occurred there on a home visit. At the end of the lesson the homemaker said to EFNEP paraprofessional, "Come here. Let me show you something." In the kitchen she opened a door to reveal a cupboard stuffed full of packages of dried beans. She said, "I get these with my WIC coupons but I don't know what to do with them." So over the next few weeks, the EFNEP paraprofessional taught her how to cook dried beans and how to serve them in a variety of ways to feed her family.

Again I repeat, access to food is not enough. Hunger, undernutrition, overnutrition, disease, persist when people do not know how to select and how to use the foods. Now I would not suggest that education alone can solve the problems of malnutrition and hunger, not at all. But I think any system of food support that neglects education, will ultimately not be as successful as it could be. Extension's only business is education, and so extension could take the lead in meeting these education needs if adequate funding would be provided. Thank you.

[The prepared statement of Dr. Schafer follows:]

JANUARY 30, 1988

TESTIMONY OF ELISABETH SCHAFER, PH.D., ASSOCIATE PROFESSOR OF NUTRITION,
DEPARTMENT OF FOOD AND NUTRITION, AND EXTENSION NUTRITION SPECIALIST,
COOPERATIVE EXTENSION SERVICE, IOWA STATE UNIVERSITY, AMES, IA 50011
(515) 294-6616.

The Extension Service of Iowa State University uses education to address the human nutrition and health needs of the population of Iowa. But the past few years as the need has increased, our resources to meet the need have been reduced.

My testimony will address hunger and other key issues in human nutrition and the efforts of Iowa State University Extension to address those issues. I will describe the programs we have available, the structure and methods for delivering the programs to the people, our linkages with other agencies, the impact of the programs, and the needs that are not being met.

Hunger is usually defined as a lack of food, missing meals, being involuntarily hungry. You have already heard testimony on the extent of hunger in Iowa.

As a nutrition scientist I emphasize a true definition of hunger involves not only quantity of food available but also quality. Food must provide more than just something to eat. It must also provide the nutrients needed and in the recommended amounts for optimum health.

One solution to hunger is access to food that is of acceptable quality, variety, and safety. However, just having access to food is not enough to erase hunger and malnutrition. Research has shown that a major contributor to hunger is lack of knowledge on foods and food preparation. Not a lack of knowledge about how to get the food, but lack of knowledge about how to use the foods once obtained.

This is where Iowa State University and especially Extension can provide a vital service. Extension's only product is knowledge. The only service is education.

Other major issues in human nutrition include the following.

*Low birth weight babies (less than 5.5 pounds) have a greater risk of death during the first year of life than normal weight babies. Adequate nutrition before and during pregnancy reduces the likelihood that a mother will have a low birth weight infant.

*Although nutrient deficiencies are not a predominant health concern in the general population, pregnant women and children are at risk for nutritional deficiencies because rapid growth and development increase nutritional needs.

*Low-income populations in the U.S. are often undernourished. Nutrition-related problems are often compounded by limited resources and opportunities such as education and employment and by multiple health and social problems such as isolation and lack of transportation.

*Many at all income levels have eating practices that can compromise health in the long or short term. Examples of common nutritional abuses that cause health problems include excessive vitamin and mineral supplementation, excessive alcohol consumption, eating disorders such as anorexia nervosa and bulimia, and fad diets.

*An inability to distinguish fads, frauds, and fallacies from reliable information leaves consumers vulnerable to nutritional quackery, a $500 million/year industry. Particularly vulnerable are the elderly, weight-conscious adults, athletes, and adolescents.

*Families are increasingly seeking convenience in food preparation and eating away from home. Changing family structures have increased responsibility for food selection, shopping, preparation by children and teens.

*Overweight persons have higher morbidity and mortality than persons of normal weight. They are at greater risk for hypertension, diabetes, coronary artery disease, and certain cancers. Among 35-54 year olds in an Iowa survey 46% of the men and 36% of the women were obese. Although not all overweight children become overweight adults, the increasing prevalence of obesity in childhood is likely to be reflected in increasing obesity in adult years. It has been estimated that 25% of U.S. children and adolescents are obese.

*An estimated 15 to 20 million people in the United States may be affected by osteoporosis.

*The number one cause of death among U.S. adults is cardiovascular disease (CVD), responsible for more than twice as many deaths as the second leading cause, cancer. Iowa leads the nation in death rate due to CVD. While there have been substantial declines in heart disease deaths in the past 2 decades not all states shared in that decline to an equal extent and, in fact, the death rate in Iowa actually increased. Although Iowa has a large elderly population, that does not explain the high CVD mortality. Florida, the state with the highest elderly population is only 26th in death rate due to CVD. If we adjust the figures for age and consider only 35-54 year olds, Iowa is second in percentage of deaths due to CVD.

*Lifestyle factors, especially diet, are considered major contributors to the chronic degenerative diseases common in the U.S. For example, controllable risk factors for CVD include hypertension, hypercholesterolemia, smoking, diabetes, obesity, lack of exercise, and stress. The National Cancer Institute estimated that as many as 80% of cancer cases may be related to lifestyle behaviors.

Research has shown little evidence of dietary deficiencies of nutrients among adults, although intakes of iron, calcium, folacin, and zinc are considered lower than desirable. The real nutrition problems for adults appear to be not undernutrition, but overnutrition: too many calories, too much dietary fat, too much dietary sodium.

*By 2030, more than one in five Americans will be elderly. The lifestyle of the elderly has shifted dramatically from intergenerational to independent living. These independent elderly often have reduced food intake and living patterns that place them at risk.

*A safe food and water supply is essential to human health. Millions of cases of food and water borne illness occur annually. Each year in the U.S. 1.5 billion prescriptions are filled but over half the people who use these drugs do not follow directions for their safe use. Foods can interact with drugs to counteract their intended effect and drugs can interact with foods to prevent normal metabolism.

Much improvement of human health could be accomplished through improved nutrition. However, awareness and behavior change will occur only through education. A healthy population is a productive asset to society and the economy. Programs that increase the health, safety, and nutritional status of people have long been a priority in Extension.

From 1984 to 1987, nutrition education in Extension had three priority goals: (1) to help families improve food management skills to reduce food costs while improving nutritive quality of the diet, (2) to help people identify and use reliable and accurate information, and (3) to help people adopt at least one aspect of a wellness lifestyle such as food habits reflecting the dietary guidelines, weight management, or regular exercise.

Extension educational programs included meetings and classes for professionals and general audiences, publications, weekly radio programs, news releases, newsletters, a nutrition correspondence course, and the FOODCOMP computer program. Program evaluation showed improved menus at day care centers, nursing homes, and congregate meal sites, increased use of fruits and vegetables and dairy products, increased exercise, decreased use of salt. In one year 155 Extension participants reduced elevated blood pressure for a cost savings of $21 billion in health care costs and lost productivity.

An impact study found that overweight Extension participants lost an average of 14 pounds and maintained the weight loss for a full year. More people were following a low fat diet and eating the RDA for key nutrients after the Extension programs.

The evidence supports the conclusion that Extension programs on human nutrition and wellness are successful in improving knowledge and dietary behaviors.

As we look to the goals and challenges of the future the 1988-91 Iowa State University Extension Plan of Work parallels one of the 8 national initiatives of the Cooperative Extension Service, "Improving Nutrition, Diet, and Health".

Issue 1. Health problems related to dietary practices and lifestyle factors.

Extension Goal: Improve the nutritional and health status of the population by helping consumers recognize that most individuals can eat to promote health by making informed choices from the commonly available food supply.

Extension Roles:
*Infant mortality and low birth weight: Design appropriate materials targeted to specific audiences to lower infant mortality rates.
*Obesity: Use the latest research information in educational programs for obese individuals to reduce their risk of developing a variety of health problems.
*Chronic diseases: Develop educational messages and programs to bring about changes in dietary habits and lifestyle to reduce the risk of chronic diseases, such as hypertension, osteoporosis, coronary heart disease, and cancer.
*Nutritional misinformation, inadequacies, and abuses: Instruct at-risk audiences--including pregnant women, children, the elderly, and low-income people--on the alternatives for securing adequate research-based nutrition information and advice.

Issue 2. Food quality, safety, and composition concerns of consumers and producers.

Extension Goal: Allay consumer concerns about the food supply and its composition, and promote rational changes in the food supply to meet consumers' expectations.

Extension Roles:
*Food supply risks and benefits: Develop methods and messages to enhance

consumers' knowledge of what is in their food supply so they can make informed risk/benefit decisions for themselves.
*Processing procedures: Increase consumers' knowledge of food processing techniques and their relationship to safety, nutrition, and health concerns.
*Food handling and storage: Provide consumers with knowledge and skills to make appropriate food selection, handling, and storage decisions to prevent food-borne illnesses.
*Consumers' needs and perceptions: Increase producers' and food industry processors' awareness of the true and perceived needs of consumers.
*Laws and regulations: Instruct consumers on the laws and regulations protecting the U.S. food supply.

Cooperative Extension Service educational programming is carried out by field staff with support from specialists in the academic departments of the university. Because of budget cuts the past two years, home economics FTE's in Iowa were reduced by 13%. Food and Nutrition Specialists at Iowa State University were reduced by 17%. This translates into less educational programming in human nutrition, a national initiative and a state priority.

Iowa State University Extension cooperates with public and private organizations to meet the needs of Iowans. Extension offices maintain linkages with state agencies and private charitable organizations. Extension staff organize and serve on councils to coordinate food and education programs in the state. All EFNEP families receive information on other USDA food programs. Joint training meetings of Special Supplemental Food Program for Women, Infants and Children (WIC), Child Care Food Programs (CCFP) and Iowa State University Extension have been conducted.

The statewide network makes Extension unique in its ability to carry educational programs to the people. No other organization exists that is devoted solely to providing research-based, unbiased information to the people in their local communities.

Expanded Food and Nutrition Education Program (EFNEP)

Low income families have special challenges in meeting nutrient needs. Access to food does not necessarily solve nutritional problems. Families need to know how to select, prepare and maintain the safety of their food. EFNEP's sole purpose is to offer education to low income families. Due to limited funding EFNEP is available in only 11 of Iowa's 99 counties. Counties not being served have large numbers of families living below the poverty threshold. Iowa had 83,522 families eligible for EFNEP in 1985 and only served 3497.

Impact of the EFNEP program is evident in the changes in diets of participants. At enrollment only 3% of the clients report eating an adequate diet. Upon leaving the program 72% of the clients report some dietary improvement and 40% are eating an adequate diet.

To adapt to the straitened resources of recent years we have shortened client enrollment time from 18 months to an average of 7-8 months with none remaining in the program longer than 10 months. We developed and implemented a standardized curriculum. Another cost-cutting measure is to provide instruction in a group setting rather than on a one-to-one basis. At the present time 16% of the EFNEP clients receive group instruction. Efforts are underway to increase this number.

Despite a decrease of 4 FTEs during FY87 the number of families per FTE increased by 7.4. The standardized curriculum, reduced preparation time, reduced enrollment time, and increased group teaching have enabled the program to mitigate the effects of budget-cutting while remaining effective.

Despite major efforts to maintain program integrity with reduced resources, however, only 11% of Iowa's counties and 4% of the eligible families are served. The need is great for additional resources.

Education is an essential adjunct to food distribution. Two case reports of EFNEP paraprofessionals emphasize this point.

In Linn county an EFNEP paraprofessional went into the home to present a lesson to the homemaker. The children were crying and the homemaker was distraught. Nadine asked the homemaker what was wrong. "We have nothing to eat," she replied. "We've had nothing for two days, now. The food stamps ran out and I've used the emergency pantry twice already this month and they won't let us have any more food." Nadine said, "Let's look in the cupboards." Indeed they were bare except for a few cups of flour. Instead of the lesson she had come prepared to teach, Nadine taught the homemaker how to make noodles with the flour and water. They rolled out the noodles and cooked them in boiling water. When Nadine left the home, the children were eating.

On a Polk County home visit the homemaker said to the EFNEP paraprofessional, "Come into the kitchen, I want you to see something." In the kitchen the homemaker opened a door to reveal a cupboard full of packages of dried beans. "I get these with WIC coupons," she said, "but I don't know what to do with them." The EFNEP paraprofessional worked with that homemaker to help her learn how to cook dried beans and then how to use them in a variety of ways to feed her family.

Access to food is not enough. Hunger, undernutrition, overnutrition, and disease persist when people do not know how to select and use foods. Education alone cannot solve the problems of malnutrition and disease. But neither can a food distribution system that ignores education.

Food programs must provide for both food availability and education. A survey jointly conducted by the Iowa Department of Public Health and Iowa State University found that only 10% of those eligible were receiving nutrition education. Extension, whose sole business is education, can take the lead in meeting this need, if adequate funding is provided.

ELISABETH SCHAFER is Associate Professor of Nutrition at Iowa State University and has been Extension Nutrition Specialist since 1980. She holds a Ph.D. in Nutrition from Iowa State University. She has conducted research on incidence of cardiovascular disease risk factors, impact of nutrition education programs, and vitamin E. She served on the Iowa Maternal and Child Health Advisory Council and is treasurer of the Iowa Affiliate American Heart Association. Dr. Schafer is the author of 38 Extension publications, 4 refereed journal articles, a computer nutrient analysis program, and numerous video productions on human nutrition. She is a member of several scientific organizations and has given 10 invited and juried presentations to national professional organizations in the past 5 years. In 1986 she was invited to lecture in the People's Republic of China on the nutrient needs of human populations.

Senator **Harkin**. Thank you very much. Let me ask you, I don't know if you were here earlier, but I asked a question as to how many of these people have VCR's.

Dr. **Schafer**. Yes, I heard that.

Senator **Harkin**. I guess maybe it's just a middle class attitude of mine. They are now getting cheaper, down to $150. But would it be safe to say that most of the people you would go out to, they would not have one of these?

Dr. **Schafer**. No. Actually a large proportion of them do, do have VCR's.

Senator **Harkin**. Do you make any kind of programs available on tapes?

Dr. **Schafer**. We are in the process of exploring new areas. I think that is an important way that we could reach people. But actually we need more research on the best ways to provide education, the best ways to communicate these messages.

Senator **Harkin**. Well, research yes, but it seems to me, to me it's obvious, the best way to provide education is one on one, that personal kind of contact. Well, you can't do that, that costs too much money, what is the next best, it's one on a hundred, one teacher teaching a hundred. So you tried to take it from the best way of passing on knowledge and you try to find out where you can plug into that. If you look at the cost, I still think that visual representation is the best. Any time you can watch a teacher perform an experiment or provide an example, that's the best way to provide that. Especially people, individuals, who perhaps are low, in regard to educational achievement. That type of thing.

Dr. Dupont, ISU Food and Nutrition Department, thank you also for coming. And I have your prepared testimony, please proceed.

STATEMENT OF JACQUELINE DUPONT, PH.D., PROFESSOR AND CHAIR, DEPARTMENT OF FOOD AND NUTRITION, IOWA STATE UNIVERSITY, AMES, IA

Dr. **Dupont**. The people before me have spoken about food programs, providing food and also the education programs, and scientific research backs up the fact that these programs have been effective. They have improved the nutrition status and they have improved the lives of the people, and they are cost effective. But we have new problems in relation to food selection. I've heard a couple that I hadn't really thought about before today; transportation and pride aspects of food selection; lack of nutrition knowledge as someone has spoken of, erroneous nutrition concepts that cost billions of dollars in wasted money. These factors lead to selections of food that have caused obesity and contributed to heart disease and hypertension and various kinds of other problems including some aspects of cancer.

The need for people to learn how to make a better selection of food and for public agencies to be able to teach and say what the most appropriate food selections are in our society and with the abundance that we have, needs additional research. The present research programs in the United States in nutrition don't adequately address the aspects of food selection for nutritional welfare and assurance of good health. I would like to suggest that a new center, in addition to those that are already in operation in the United States, be established to focus on interdisciplinary research and determinants of food selection, external and internal, physiological and food habits, and transportation and pride. Then find ways to modify these situations for the improvement of the people whom many of you today have spoken about the frustration of not being able to reach. We need more knowledge about that. It's not that these individuals don't know, it's that no one knows. Society doesn't know how to do these things. And that's what research provides, new knowledge about how to accomplish change. We have a great deal of individual variations in all of these processes of maintenance, good health, resistance to diseases and so forth. And we need research on biomarkers of this individual variation in order to assure a long and healthy life, resistance to disease. We've talked about those problems of the elderly getting more likely to have infectious diseases and so forth. And then what many have spoken to is the need for diffusion of the information for the public and for public policymakers, public programming operators and those such as you, Senator Harkin, who make public policy about our needs. Diffusion of the knowledge that will help those elderly people who don't want to go to the congregate mealsite, to help them to see the value of it as they go through the transitional periods of life, from middle age on into the elderly is needed and the education base and the knowledge base that says these are things that we should incorporate into better ways of providing knowledge should be expanded.

So I would conclude that there is a need for research that is not being addressed and Iowa is a very good place to have such a research establishment because we have a very high ability already at Iowa State University in the study of nutrition, and we have a highly interested population. All of those who have the income to make their own food selections would be interested in participating in this kind of research and so this is an area that I would like to see acted upon.

[The prepared statement of Dr. Dupont follows:]

January 30, 1988

Testimony of Jacqueline Dupont, Ph.D., Professor and Chair, Department of Food and Nutrition, Iowa State University, Ames, IA 50011 (515) 294-4432

Research suggests that programs designed to eliminate hunger and malnutrition in the United States are having an impact resulting in better health and, in some cases, reduced mortality for Americans. Several prominent examples can be given:

(1) A national evaluation of the Special Supplemental Foods Program for Women, Infants, and Children (WIC) indicates that participation in the program is associated with a reduction in premature births, low birth weight infants, and infant deaths. These results are possibly due not just to better prenatal care, but also to increased intake of the nutritious foods provided by the program. The WIC program is designed to provide foods rich in nutrients often low in the diets of low income participants--milk for calcium; fortified cereals for iron; peanut butter, dried beans, and eggs for protein; and fruit juice for vitamin C. In addition, all of these foods help provide the calories essential for adequate weight gain during pregnancy and adequate growth during childhood.

(2) Another major study concluded that participation in the school lunch and breakfast programs significantly improves the nutrient intake of children of all ages, particularly children from low income households. The foods served in these programs are rich in the nutrients needed by growing children--milk, fruits, vegetables, grain products, and meats or other protein-rich foods.

(3) The Food Stamp Program does not dictate the types of food for which the stamps must be exchanged. Nonetheless, it appears that this program has a positive impact on the nutritional status of many low income families. For example, during periods of unemployment, low income families who receive Food Stamps often maintain adequate caloric intake, unlike similar families who do not participate in the program.

From studies such as these, we can conclude that providing nutritious foods to those who are physiologically or economically vulnerable can result in better health and a better quality of life.

Other surveys reveal that the lack of nutrition knowledge and erroneous nutrition concepts are leading the general American public to often make poor food selections, to waste billions of dollars annually, and sometimes to jeopardize their health. It has been suggested that only about 25% of US consumers have sufficient knowledge about selecting a nutritious diet. Coupled with this, we see several important food consumption and health trends related to poor food selection, including sharply increasing sugar intake and high rates of obesity, leading to increased risk for diabetes, heart disease, hypertension, and possibly some types of cancer. Research studies have indicated who the less knowledgeable consumers are and what they need to know. However, we have little research indicating the most effective ways to provide valid food selection information to the public. Reality suggests an immediate need for new research approaches on food selection.

The progress of research in nutrition to address national public concerns about appropriate food selection is slow and diffuse. A new center with interdisciplinary interests spanning determinants of food selection, individual variation in responses to consumption of food products, and diffusion of information to the public and to public policy makers is needed, and will accelerate and focus research. Iowa State University has a history of interdisciplinary cooperation in nutrition research which can provide a basis for linking biochemical, sociological, economic, statistical, and information sciences. The surrounding population provides a human resource of educated and supportive people who can constitute a stable and cooperative corps of volunteers for research.

Four major gaps in food selection research that an interdisciplinary research center at Iowa State University can fill are to:

1) Identify the key intrinsic and extrinsic determinants of food selection and assess strategies for predicting and modifying individuals' food intake decisions.
2) Evaluate the nutritional assurance aspects of new food products, processes, and preparation methods and assay biological effects of substances (natural and introduced) in foods which contribute to long term health status.
3) Find biomarkers of changes that occur in nutritional status in transitional periods of adolescence to young adulthood and from middle age to old age which relate to longevity and resistance to chronic diseases.
4) Devise means to facilitate diffusion of innovations in food products and nutrition knowledge to increase nutritional assurance for resistance to disease and to guide public policy makers.

Iowa provides perhaps the best environment in the U.S. for food selection research. Iowa is located in the most fertile land area in the U.S. Food abundance and an economy based in food production make the people highly interested in nutrition and food-related issues. The population is generally stable, with many families living for all of their lives and for generations in a single locale. These attributes of interest and stability, coupled with a high level of education and access to modern communication media make the state and region an exemplary field laboratory for long-range food selection studies. Moreover, the people of the central plains have retained food consumption habits of an agricultural lifestyle which are less prominent in other regions of the country. These food selection patterns, which are contrary to those suggested by current research, coupled with a reduction in exercise due to changing work patterns have resulted in widespread obesity and a higher incidence of heart disease than the nation as a whole. Studies of this unique population can provide valuable insight into how to best motivate and educate individuals to select foods which are adequate and appropriate for life-long good health.

JACQUELINE DUPONT

Jacqueline Dupont is professor and chair of the department of food and nutrition at Iowa State University. She became a member of the faculty in June 1978.

Born in Plant City, Fla., March 4, 1934, she received the B.S. (1955) and the Ph.D. (1962) degrees from Florida State University, Tallahassee, and the M.S. (1959) from Iowa State University.

Dupont was a home economist (1955-56), nutritionist (1957-62) and research nutritionist (1962-64) with the Human Nutrition Research Division, Agricultural Research Service, U.S.D.A. at Beltsville, Md.

She was a graduate assistant at Iowa State (1957-59), graduate research assistant at Florida State (1960-62); assistant professor, department of biochemistry, Howard School of Medicine, Washington, D.C. (1964-66); assistant professor (1966-69), associate professor (1969-73) and professor (1973-78), department of food science and nutrition, Colorado State University, Fort Collins. In 1977, she was visiting professor, department of pediatrics, University of Colorado Medical Center, Denver.

She was a member of the nutrition study section (1972-76) National Institutes of Health, U.S. Public Health Service, and was a career research development awardee (1972-77) of that group. She was a visiting scientist (1973), Institute of Nutrition of Central America and Panama, Guatemala; the Hormel Institute, University of Minnesota, Austin, Minn.; and the Nutrition Research Institute, Paris, France (1984).

She was a lecturer at the University of Padua and Milan, Italy; University of Montreal, Canada; University of Paris, France; and Unilever, Holland.

She holds membership in Sigma Xi, science research honorary; Phi Kappa Phi, scholastic honorary; the American Dietetic Association; American Institute of Nutrition, served as editor of Nutrition Notes and as a member of several other committees; American Oil Chemists Society; American Home Economics Association, serving as chairman of the research section; American Aging Association; American Association for the Advancement of Science; American Heart Association; a Fellow of the Council on Arteriosclerosis where she served on the program committee; the New York Academy of Science; and The Institute of Food Technologists.

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February 5, 1988

Bob Andros
Subcommittee on Nutrition
328-A Russell Building
Washington, D.C. 20510

Dear Mr. Andros:

In reponse to Senator Harkin's request to provide testimony at the United States Senate Agriculture Subcommittee on Nutrition and Investigations Hearing, I have enclosed my written comments for your use.

Thank you.

Sincerely,

Jacqueline Dupont

Jacqueline Dupont, Ph.D.
Chair

JD:ls
Enclosure

Questions for Cedar Rapids Hearing

for Dr. Dupont

With the array of research activities conducted by Federal Agencies, such as USDA's Agricultural Research Service and DHHS's National Institutes of Health, as well as privately and State funded research activities:

(1) Is the U.S. making progress in identifying nutrition as a factor in promoting longer, more healthy lives?

Yes. The general public has a high level of awareness that nutrition is a factor in health. Unfortunately, sound nutrition information is not easily identifiable, so there is confusion about sources of valid compared with erroneous information.

(2) Are USDA's current efforts, through the established Human Nutrition Centers, dealing adequately with all of the major focal points that the scientific community has identified as areas of essential research?

Even though the USDA's Human Nutrition Centers are conducting excellent and timely research, they cannot deal with all of the major essential areas of research adequately.

(3) Are there research thrusts that have been identified as important to USDA's objectives and missions in Human Nutrition that are not now being pursued?

Needs stated in the 1985 National Agricultural Research, Extension and Teaching Policy Act in relation to nutrition research and educational issues associated with changing lifestyles; the relationship between diet and leading causes of death, and factors affecting food preference in ways that reflect current scientific methodological capability are not being focused upon.

(4) (a) To what extent does food selection influence nutrition status?

Food selection determines absolutely the nutritional status of all who are free to make their own selection.

(b) What is being done currently in the area of food selection and nutritional assurance?

Research on determinants of food preferences is very limited in the U.S. Scientists at the Monell Chemical Senses Research Center have informed us of the paucity of research in this subject. Food selection is monitored by surveys conducted by the USDA, but that is not done frequently or in a way allowing identification of problem areas, and what has been done has revealed that food choices are contributing to failure of nutritional assurance throughout life to decrease premature preventable deaths.

Nutritional assurance will require greater efforts at defining biomarkers of individual responses to selected foods. The tools of molecular biology are not being applied to this area as well as could be done.

(c) Could a major research effort be scientifically justified on this line of research?

An interdisciplinary effort linking biochemical, sociological, economic, statistical, and information sciences can make major scientific progress in this line of research. The tools are at hand for rapid enhancement and diffusion of knowledge to the public and to public policy makers.

(5) Could you, for the record, define such an area of research and the potential benefits of research findings from this hypothetical effort?

Faculty of Iowa State University made a comprehensive review of ongoing research in these subjects. Such a major research effort would contribute to the body of knowledge presently developing through the existing five USDA Human Nutrition Centers by:

1. Investigating the determinants of food selection and developing new strategies to address the information needs of rural compared with urban people of various ages and cultural identities to assure appropriate food selection.

2. Identifying factors in food products that influence either positively or negatively, resistance to chronic and infectious diseases; determining how fats and carbohydrates interact with other food factors to affect different peoples in different ways.

3. Providing information for formulation of agricultural policy concerning production and processing of specific plant cultivars and animal breeds based on their nutritional effects, consumer preferences, and economic implications.

(6) How could this effort be integrated within USDA's current structure? Would this contribute to the USDA effort? Does it complement USDA's activities?

None of the USDA centers has a research program related to the determinants of food selection in a comprehensive manner, and scientists agree that too little research is being done nationally. Scientists in all of the centers are aware of the development of methodologies in molecular biology which should be applied to studies of nutrition and gene expression. The Western Center has developed sophisticated methodologies for nutritional assessment which need to be field tested and evaluated for integration into national programs of nutrition monitoring. The Beltsville Center has research laboratories for each of the major nutrient classes. It has capabilities for large community-based controlled feeding studies. Exchange of samples between the Iowa Center and Beltsville could allow a comprehensive comparison of ethnic groups and rural and urban populations. The methodologies in anthropometry and energy utilization at the Beltsville and Western Centers can be models for selection of methods useful in field studies and individual monitoring for changes over time.

The popular and scientific interests in fats, carbohydrates and protectives factors in foods is widespread. Their influence on nutritional assurance, particularly in relation to introduction of new food ingredients and major changes in long-standing habits is a matter of great concern. Better research-based information and diffusion of information to influence food choices and public policy (food labeling, nutrition monitoring, dietary guidelines) is recognized as a major need.

(7) Again for the record, and summarize if you will, the scope of such an effort and what the costs might be on an annual basis to fund such an effort.

Such an effort would require a building dedicated to the program and, most effectively, integrated with programs in a university.

A building is proposed in which Iowa State University will contribute $5.8 million and requests money to match this.

An additional $3 million is needed for equipping the building with the most sophisticated contemporary laboratory equipment.

Operating expenses will need to be in the range of $6 million per year.

Senator **Harkin**. Thank you very much. Doctor, tell me, do they still have courses in high school for students to take on nutrition, health and nutrition? Seemed like I had to take it when I was in high school.

Dr. **Dupont**. In some of the science and health courses and some of the home economics courses, nutrition is included. It often depends on the nutrition knowledge of teachers who are not specialized in nutrition as to how well they are able to incorporate into the curriculum. There are programs to try to help enrich that aspect of secondary school education.

Senator **Harkin**. Dr. Dupont, I have a series of questions that I have especially for you, not to single you out, but I do have a set of questions. Rather then go through them now, if I could submit those to you and could you submit the answers in writing?

[See pages 235–237 for questions and responses.]

Dr. **Dupont**. I would be happy to do that.

Senator **Harkin**. Well, I guess the last question that I always go around on is what changes, if any, would you make, Bill?

Mr. **Armstrong**. I think I would emphasize what I said before, that public policy is created to disburse food among poor people who are dependent upon government commodities to deal with the hunger problem. And I think whether or not these people get food or not shouldn't be dependent upon the price support structure. There should be some minimum levels established that those programs are served and funded and that isn't dependent upon the price support structure.

Senator **Harkin**. OK. As I said to you, we'll run it out this year.

Ms. **Jorgenson**. I don't like to choose one of the things that I said, so I guess that it would be kind of a summary. And that would be to look at more realistic deductions in the Food Stamp Program and more realistic ways of handling income and deductions so that it's simpler and easier for the clients and also enables the agency to more easily get the proper benefits to the people.

Senator **Harkin**. Have there been any projects in Iowa involving the Food Stamp Program in conjunction with farmer's markets? Do any of you know about that?

Ms. **Jorgenson**. I'm aware of the program, and as far as I know, and I believe the USDA officers and people here may have more information, I don't believe that anyone has applied for certification in Iowa to accept food stamps for farmers markets.

Mr. **Alspach**. Not to my knowledge.

Mr. **Bach**. Senator, one of the things that you may not be aware of. The legislature provided a small grant to the Iowa Department of Agriculture to provide food coupons for a low-income population for use directly at farmers market. We worked with the Department of Agriculture and they used our WIC Program in Waterloo for a pilot testsite for doing that. And for a month, I believe it was the month of August, they gave each WIC participant a packet of 10, $1 coupons that could be used at any of the farmers markets in Waterloo to use for produce. They are going back to the legislature to expand the pilot project. One more thing, a couple of other States have done this, and if they can demonstrate that it has been a successful program, they may come to you folks and suggest that it be a national program. One of the things that we had mentioned to them was that we were more than happy to cooperate with them in this pilot project, but in terms of a permanent structure, it seemed more logical to us to consider letting food stamps be used in the farmers market. So, it's a possibility.

Senator HARKIN. Any one change that you want to make?

Mr. BACH. Well, as I mentioned before, I think we need to look at that 80/20 definition. We would like to work with you and your staff and the USDA over the next year and try to look at how that might be done. It won't be easy, but I think it is something that we need to look at.

Senator HARKIN. Dr. Schafer.

Dr. SCHAFER. I guess what I would like to see is less of a change and more of a prevention of a change which I fear might hurt the program and its objectives. I sense a mood in the Nation to restrict extension to the rural population. At the present time extension is serving everyone, urban or rural, serving all of the people, and I would like to see that emphasis continued.

[Due to technical difficulties with the recording equipment the discussion is unintelligible at this point.]

Senator HARKIN. I did not know that Iowa is second in percentage of deaths due to cardiovascular disease.

Dr. SCHAFER. Second in that age group, 35 to 54 year olds. We are number one in overall deaths due to cardiovascular disease. And that is not entirely due to our elderly population, when you look at age adjustment of the figures.

Senator HARKIN. You said Florida is 26th in death rate due to cardiovascular disease.

Dr. SCHAFER. That's right. And they have the most elderly.

Senator HARKIN. We have a good lifestyle, which means we live well.

Dr. SCHAFER. Not good enough, apparently. There is something missing. We are conducting the research to try to determine what may be a contributing factor and certainly we are mounting massive education programs in the State to counter that.

Senator HARKIN. How widespread is testing being done to test for cholesterol?

Dr. SCHAFER. That is becoming more and more common. Particularly during the month of February. I would say perhaps 70 percent of the population has access to a very low-cost cholesterol screening test.

Senator HARKIN. That's the quick one, the finger prick?

Dr. SCHAFER. No. Some of them are doing the real standard test.

Senator HARKIN. Well, I think the linkage has been quite adequately substantiated through research on that. Linkage with high cholesterol trouble and cardiovascular problems. Dr. Dupont, any last thing, one change?

Dr. DUPONT. One change that could be done that would have results quickly would be for the Department of Agriculture to pay more attention to its own stated priorities in terms of allocation of its funds. Nutrition and research on food use and utilization and habits is in the legislation, and in the stated priorities but not very high in the funding priorities.

Senator **Harkin**. Well again, thank you all. Our time has more than run out here. Thank you all very much for coming here today.

Mr. Alspach, our Regional Director, is here. I appreciate you coming here from Denver to be with us today. If you have anything else to add, Mr. Alspach, I would be glad to recognize you.

STATEMENT OF DAVID B. ALSPACH, REGIONAL ADMINISTRATOR, FOOD AND NUTRITION SERVICE, U.S. DEPARTMENT OF AGRICULTURE, MOUNTAIN PLAINS REGION, DENVER, CO

Mr. **Alspach**. Just a couple of things that really need to be said. The State of Iowa and the State agency people who deal with our Denver regional office in delivering these programs, have been extremely helpful to us over the years and I would like to make some illustration. For example, Mr. Armstrong, who is in charge of commodity distribution for this State, accepts not only the commodities that are made available to him, but also any excess commodities which are not necessarily offered on a commodity basis. This says that the commodity program can't always have the foods in the right location. It needs Mr. Armstrong's willingness to compensate for that to the degree of accepting a lot more foods than were initially offered, and I appreciate that very much.

Also, you need to know, Senator, that Mr. Bach's position as the WIC director here in the State of Iowa, and his interest and recognition on a nationwide basis have launched him into prospective presidency, if you will, of the National State WIC Directors Association, and I thought you ought to be aware of that. That should be forthcoming very soon.

One thing I would like to change, sir. Ms. Jorgenson mentioned that all of these things needed to be changed in the Food Stamp Program regulations, not only to benefit the client, but to benefit the efficiency and effectiveness, which were the words I think I heard you mention here this morning. Every day of the year in the State of Iowa, $533,000 rolls through our department into your State as a result of the efforts of congressional leaders. One of our problems is that complexity causes us an awful lot of inefficiency. The Food Stamp Program is plagued with complexities. Sometimes those are, those are necessary—other times we feel that they are not. As a future objective, we would ask Congress, with your leadership, to improve this situation.

And, I know that you are particularly interested in this, the most overworked and underpaid people that are responsible for the delivery success or the lack of such, are the eligibility workers in the counties that hour after hour and day after day have to be confronted by clients.

One of 10, if you will, 1 of every 10 Americans over the course of a year's period of time are on the Food Stamp Program. They have to deal with the intricacies of the program regulations that have precipitated over the years. They have become so complex, we can hardly understand what we enact and try to deliver through them to clients.

I appreciate on behalf of the regional office the opportunity to come here. Many of the Federal people have been in State and local and volunteer organizations themselves, which has a reaffirmation of faith that we have to get down daily and listen to what people are saying to us through the colleges and universities, through the clients and through the congressional leaders that have been willing to listen and I appreciate your time, sir.

Senator **Harkin**. Well said, Mr. Alspach. Thank you very much for those words. I've been involved in this since 1975. I can't believe it's been that long that I've actually served on one of the committees in either the House or Senate on food stamps. I have seen these complexities evolve, and I know how they evolve. Put in the simplest terms, basically, number one, we want to ensure that there is accountability in a program. That those who deserve it, get it; that those who don't deserve it, don't, that there isn't fraud and waste and abuse. You clamp down on that and try to balance it. I made a statement, I will never forget, back in 1978 during the 1978 farm bill debate when much of the complexity came into the Food Stamp Program, different regulations and all that. I said there was one way, absolute positive certain way that we could ensure that there would be no cheating in the Food Stamp Program, very simple. Just assign one food stamp worker per recipient. You wouldn't have any cheating, no fraud, but the cost would be prohibited. So at some level below that, you are going to have to accept some level below that at which you can operate. Where that is, is going to change all the time. Just an ongoing battle. It's not something, where we can make one change and it's static forever. I think the time has come now to really look at how we implement the food stamp regulations and how it's done. It is complex. It's just a nightmare. Perhaps since 1975, a lot of changes have taken place, technologically. Not true in all stores, but would I be safe in saying three-fourths of all stores now, well, maybe not that high, have the electronic technology that counts. I would say within the next few years, every year it will be going up, because they become more available. Even the smallest stores seem to have those. That perhaps might lend itself, the new technology might lend itself, to a simplification of a lot of these procedures.

So I again invite any further thoughts you have on this to get them to us. I rather doubt that we will be making large substantive changes in the programs. There might be minor changes made this year in the WIC Program and things like that. Obviously I think a major change will be coming about during the next farm bill and that's 1 year away.

Thank you all very much. And this will bring to a close the hearing in Cedar Rapids and the Subcommittee on Nutrition and Investigations will stand adjourned until the call of the Chair. Thank you all very much.

[Whereupon, at 1:10 p.m., the subcommittee recessed, to reconvene at 9:40 a.m., Full Committee, Tuesday, March 1, 1988, in room G-50, Dirksen Senate Office Building.]

Note.—A series of three hearings were held on Hunger in America. The first hearing was held in Cedar Rapids, IA, by the Subcommittee on Nutrition and Investigations of the Committee on Agriculture, Nutrition, and Forestry. The second hearing was held by the full committee on March 1, 1988. The third hearing was held by the Subcommittee on Nutrition and Investigations on March 28, 1988, at Luther Place Memorial Church, Washington, DC.

[Material submitted for inclusion in the record follows:]

IOWA FAMILY CHILD CARE ASSOCIATION

February 5, 1988

Mary Orr
Regional Director
Senator Tom Harkin
314 B Federal
131 E. 4th Street
Davenport, Iowa 52801

Senator Harkin,

Joanne Lane contacted me recently and asked me to send you any information available on incomes of family day care providers. I have enclosed the Iowa Family Child Care Association survey conducted in 1986 and highlighted what little information was gathered along those lines. Unfortunately, it is extremely difficult to obtain any kind of average income figure for people in our profession. Fees for home day care vary greatly from rural to urban areas and from small to large cities. The hourly figure in the survey is probably on the high side because most of those responding to the questions were from areas like Waterloo, Cedar Rapids, Mason City, Davenport, Des Moines, etc. They do not reflect the lower incomes of providers from small rural communities. Also, because of the nature of the family day care business a large percentage of money brought in is put back into business expenses like food, art supplies, teaching materials, etc. The age range of children in many day care homes is infants through school-age. Providing equipment and activities to meet the different developmental stages for children of varying ages becomes costly.

If there is any way the board members of the Iowa Family Child Care Association can be of assistance in answering questions or perhaps gathering information which will assist you please feel free to contact me. Thank you for your interest.

Enclosure.

Mary Schmadeke, Chairman
Mary Schmadeke
IFCCA
2508 South Union Road
Cedar Falls, Iowa 50613

1986 FAMILY DAY CARE PROVIDER SURVEY
OF THE
IOWA FAMILY CHILD CARE ASSOCIATION

A survey of 200 day care home providers attending the Iowa Family Child Care Association 1986 State Conference was conducted by the Association to assess the needs and strengths of day car home providers in Iowa, and to determine the status of the day care home provider in this state. One hundred providers representing a 50% response rate, returned the distributed survey. From these responses, the following information about day care homes in Iowa was obtained.

Location

One hundred day care home providers from twelve counties in Iowa responded to the survey. Of these, 72% were family day care home providers, and 28% were group day care home providers. Of those providers responding, 93% provided care in a single family dwelling, 3% provided care in mobile homes, and 3% provided care in some other location. Approximately 8% of the providers are located in a rural setting, 41% in a suburban setting, and the remaining 51% were located in urban settings. The majority of the homes, 92%, classified themselves as independent operators, while 8% described themselves as being affiliated with a day care center or other sponsor.

Home Profile

Of those providers responding, the majority provided child care for 5 days per week, with the average daily number of hours providing child care being 10.7 hours. Approximately 19% indicated that they provided week-end care; 46% drop-in care; 14% 24 hour care; 25% emergency care; and 97% week-day care.

Responding providers indicated that of their full time children, 19% were under 1 year of age; 26% were 1-2 years old; 40% were 3-5 years old; and 16% were 6 years or older. Of the part time children served, 10% fell in the under 1 year catagory; 19% were 1-2 years old; 36% were 3-5 years of age; and 35% were 6 years or older

The average response for the greatest number of children cared for by responding providers at any one time was 7. The average response for the number of children that the provider felt competent in caring for at any one time was 8.

Of the responding providers 31% plan structured activities with their children. The majority, 67% indicated that they provide loosely planned activities, and 18% have the children seek their own activities. Several providers responded in more then one catagory, indicating a combination of the three planning approaches.

Only 11% of the providers surveyed report having conducted field trips during the past year. Difficulty transporting children was reported as the primary reason for not conducting field trips.

State Regulations

The majority of the providers participating in the survey (92%), are registered day care homes with the State of Iowa. Of these 63% have received an on-site inspection by the Department of Human Services, with only 35% receiving advanced notice of the inspection visit. The majority of providers responding to the survey supported mandatory registration of day care homes, with 72% supporting on-site inspection prior to becoming registered. Additionally, 52% of the providers supported on-site inspections on an annual basis.

Eighty one percent of the providers felt that being a registered day care home showed parents that they were willing to work towards providing quality care, making it the highest ranked benefit to registration. Eligibility for the Child Care Food Program, the second highest ranked benefit, was listed by 72% of the providers; 64% felt it offered guidelines for quality care; 58% felt it was a recruitment aid; and 24% of the homes responded that it helped them obtain state funded children.

Approximately 55% of the responding homes felt that mandatory registration would improve the quality of family day care homes; 51% supported an increasing the legal number of children cared for in a home from 6 to 8; 44% would require a minimum number of annual training hours for providers; 43% wanted annual visits by a day care consultant for technical assistance purposes; 27% supported mandatory licensing of day care homes; and 6% called for a limit to the number of hours a provider could operate in a 24 hour period.

The Child Care Provider Profile

Most responding providers (79%) were employed outside the home prior to doing child care. The average length of time that the respondents have been day care home providers is 8 years, with the average number of years expected to remain in providing child care being 6 years.

An overwhelming number of providers (94%) considered themselves to be professionals. However, only 76% of these felt that the parents they serve viewed them as professional. Approximately 83% described themselves as being members of a local day care association, and 80% viewed belonging to an association as enhancing their perceptions of professionalism. Nearly 84% of the responding providers receive some sort of professional newsletter from a family day care association or related support group.

Providers were asked to rank as series of ten problems faced as a provider based on their experiences. The number one problem cited was that of low pay. The remaining nine problems ranked in order are 2) Too long of work hours; 3) low social status; 4) burnout; 5) wear and tear on home; 6) provider isolation; 7) lack of privacy for family members; 8) lack of stimulation for provider; 9) inadequate training; and 10) marital discord.

The average age of the providers responding was 37 years. Of the respondents, 52% had children under 1 year of age; 6% had children between the ages of 1-3; 7% had children between the ages of 3-5; and 35% had children 6 years or older. Only 40% responded that their own children were counted as part of their day care home. Most providers (91%) indicated that two adults were present in the home, while 7% indicated the presence of only 1 adult, and 1% indicated that more then 2 adults were present.

The average provider surveyed had over 13 years of education. Thirty nine percent were providers because they liked children; 28% to make extra income; 17% listed it as a temporary job while their own children were young; 7% for experience for future career goals; and 2% because employment was not available in their career field. Only 7% of the providers responded that they were in child care as a primary source of income.

With regards to their own preference for child care, 2% would use center based care; 41% would use a day care home provider; and 57% would seek someone for in-home child care.

Only 44% of the responding providers indicated that they receive a guaranteed income, with the average weekly rate being approximately $50.00. The mean average hourly rate was $1.41. Seventy nine percent of the providers offer discounts in rates to multiple child families. Sixtyone percent utilize a written contract or agreement with the parents for services rendered, with an additional 22% indicating that they would use a contract if one was available to them.

Insurance

Of the responding providers, 60% indicated that they currently possess liability insurance coverage for their business. Of these 77% had a rider on their home owners policy, 22% had a separate liability policy, and 1% did not respond. With regards to cost, 72% indicated that their cost of insurance for last year was under $100, and 28% paid between $300 and $600. Currently, 65% were paying under $100 for insurance coverage, 9% between $100-$300, and 26% between $300-$600.

Eleven providers indicated that they have had their insurance policy cancelled in the past because of their family day care home business. Only one provider reported ever having a claim against them and this claim was awarded less then $500 in settlement. Nearly 28% of the providers surveyed indicated that they would consider giving up child care if insurance was not available. Most providers (98%) felt that $100 to $300 was an affordable range for insurance coverage. A minority of 2% of the responding providers felt the $500 to $700 was still within the affordable range.

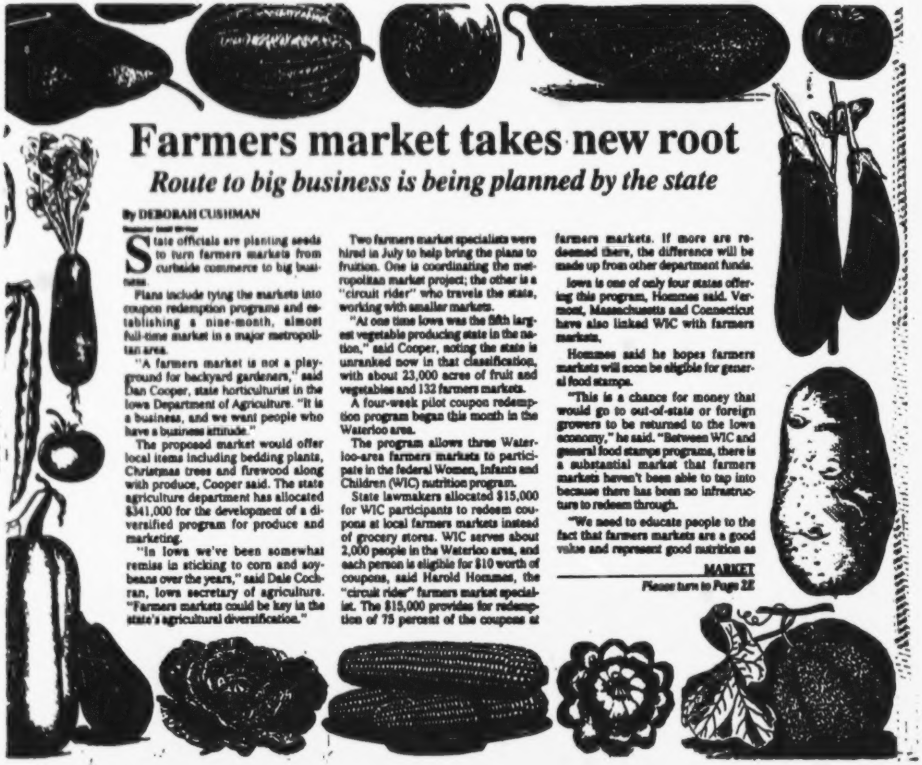
This has changed considerably over the last year. Many providers have not only had their riders canceled, but their home owners also. The cost for policies in N.J. usually runs $600 $800 per year if you can find coverage.

Resources and Training

Ninety three percent of the respondents indicated that training was available within their local community. For training purposes, 76% indicated that they were available for training on Saturdays, 41% preferred in-home training, and 68% would like to see child care provided at out-of-home training opportunities.

Seventy four percent of the respondents participate in the Child Care Food Program, with 61% feeling that it has improved the children's nutrition, and 77% willing to recommend the program to other providers. Approximately 9% of those providers responding but not a food program participant, would like more information on the program.

The following support services were listed as being of value to day care home providers. Equipment lending library, 62%; provider training, 52%; toy lending library, 62%; information and referral service affiliation, 63%; support groups, 61%; and health insurance, 53%.



Farmers market takes new root

Route to big business is being planned by the state

By DEBORAH CUSHMAN

State officials are planting seeds to turn farmers markets from curbside commerce to big business.

Plans include tying the markets into coupon redemption programs and establishing a nine-month, almost full-time market in a major metropolitan area.

"A farmers market is not a playground for backyard gardeners," said Dan Cooper, state horticulturist in the Iowa Department of Agriculture. "It is a business, and we want people who have a business attitude."

The proposed market would offer local items including bedding plants, Christmas trees and firewood along with produce, Cooper said. The state agriculture department has allocated $341,000 for the development of a diversified program for produce and marketing.

"In Iowa we've been somewhat remiss in sticking to corn and soybeans over the years," said Dale Cochran, Iowa secretary of agriculture. "Farmers markets could be key in the state's agricultural diversification."

Two farmers market specialists were hired in July to help bring the plans to fruition. One is coordinating the metropolitan market project; the other is a "circuit rider" who travels the state, working with smaller markets.

"At one time Iowa was the fifth largest vegetable producing state in the nation," said Cooper, noting the state is unranked now in that classification, with about 23,000 acres of fruit and vegetables and 132 farmers markets.

A four-week pilot coupon redemption program began this month in the Waterloo area.

The program allows three Waterloo-area farmers markets to participate in the federal Women, Infants and Children (WIC) nutrition program.

State lawmakers allocated $15,000 for WIC participants to redeem coupons at local farmers markets instead of grocery stores. WIC serves about 2,000 people in the Waterloo area, and each person is eligible for $10 worth of coupons, said Harold Hommes, the "circuit rider" farmers market specialist. The $15,000 provides for redemption of 75 percent of the coupons at farmers markets. If more are redeemed there, the difference will be made up from other department funds.

Iowa is one of only four states offering this program, Hommes said. Vermont, Massachusetts and Connecticut have also linked WIC with farmers markets.

Hommes said he hopes farmers markets will soon be eligible for general food stamps.

"This is a chance for money that would go to out-of-state or foreign growers to be returned to the Iowa economy," he said. "Between WIC and general food stamps programs, there is a substantial market that farmers markets haven't been able to tap into because there has been no infrastructure to redeem through.

"We need to educate people to the fact that farmers markets are a good value and represent good nutrition as

MARKET
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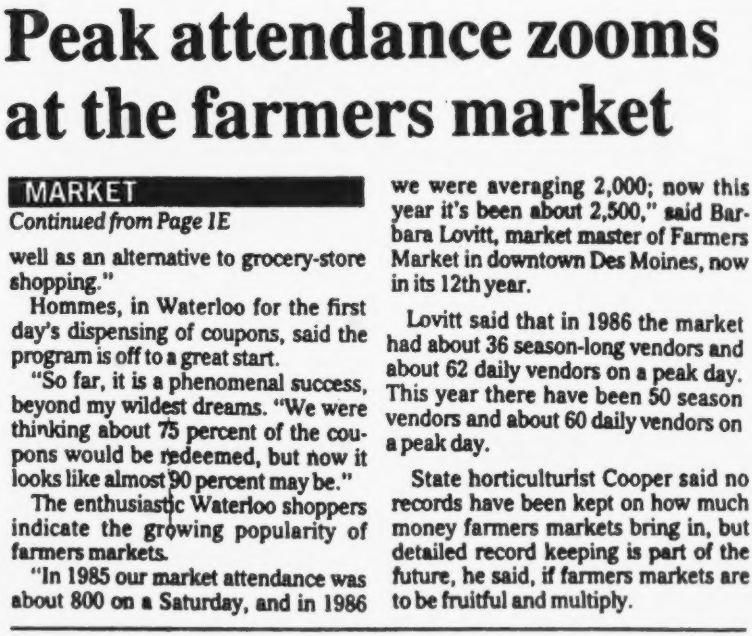


Peak attendance zooms at the farmers market

MARKET

Continued from Page 1E

well as an alternative to grocery-store shopping."

Hommes, in Waterloo for the first day's dispensing of coupons, said the program is off to a great start.

"So far, it is a phenomenal success, beyond my wildest dreams. "We were thinking about 75 percent of the coupons would be redeemed, but now it looks like almost 90 percent may be."

The enthusiastic Waterloo shoppers indicate the growing popularity of farmers markets.

"In 1985 our market attendance was about 800 on a Saturday, and in 1986 we were averaging 2,000; now this year it's been about 2,500," said Barbara Lovitt, market master of Farmers Market in downtown Des Moines, now in its 12th year.

Lovitt said that in 1986 the market had about 36 season-long vendors and about 62 daily vendors on a peak day. This year there have been 50 season vendors and about 60 daily vendors on a peak day.

State horticulturist Cooper said no records have been kept on how much money farmers markets bring in, but detailed record keeping is part of the future, he said, if farmers markets are to be fruitful and multiply.

News Release: Monday, August 17, 1987

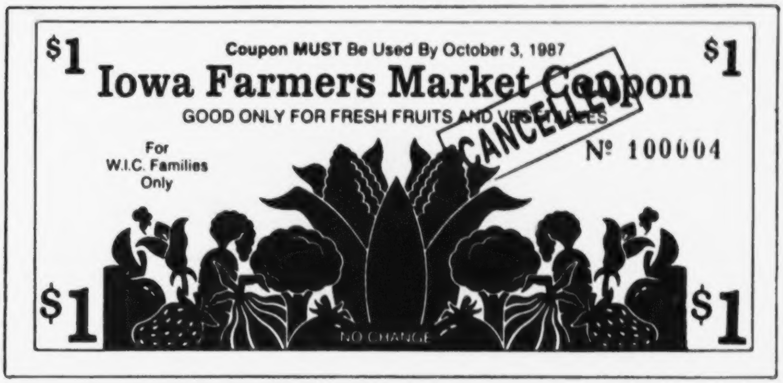
Secretary of Agriculture Dale M. Cochran announced today that Wednesday a pilot program will be conducted in the Waterloo area to use farmers' markets as a means to help meet the nutritional needs of recipients of the Women, Infant, and Childrens (WIC) program.

Cochran said $15,000 has been appropriated by the Iowa Legislature for use by the Iowa Department of Agriculture and Land Stewardship to launch the pilot program which will benefit approximately 2,000 current WIC recipients in the Waterloo area.

Cochran stated that beginning Wednesday WIC recipients will be issued coupons which can be redeemed through October 3, at the participating farmer' markets.

"We feel this program has great potential", Cochran said, "It can introduce a number of low-income people to a fresher, more wholesome, Iowa grown diet; and it will also promote the use of local farmers' markets. " I believe there will be nation wide interest in this program because if successful it could be incorporated into the general delivery system of the federal WIC Program.

The pilot program will be administered by the Agricultural Diversification Bureau of the Marketing Division in cooperation with the Iowa Department of Public Health and Operation Threshold of Waterloo.



$1 Coupon MUST Be Used By October 3, 1987 $1

Iowa Farmers Market Coupon

GOOD ONLY FOR FRESH FRUITS AND VEGETABLES

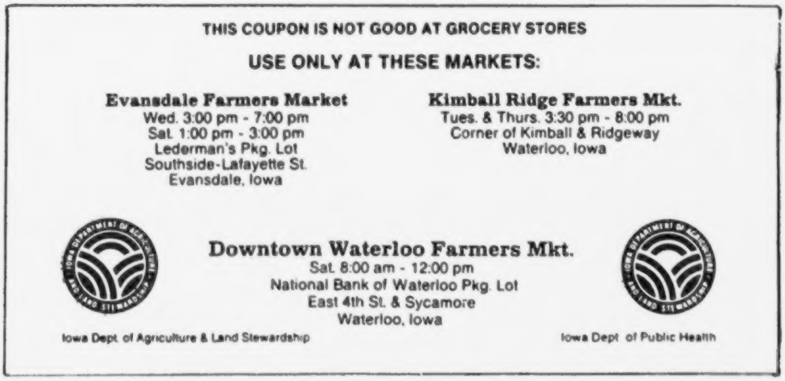
CANCELLED

For
W.I.C. Families
Only

Nº 100004

NO CHANGE

$1 $1



THIS COUPON IS NOT GOOD AT GROCERY STORES

USE ONLY AT THESE MARKETS:

Evansdale Farmers Market
Wed. 3:00 pm - 7:00 pm
Sat. 1:00 pm - 3:00 pm
Lederman's Pkg. Lot
Southside-Lafayette St.
Evansdale, Iowa

Kimball Ridge Farmers Mkt.
Tues. & Thurs. 3:30 pm - 8:00 pm
Corner of Kimball & Ridgeway
Waterloo, Iowa

Downtown Waterloo Farmers Mkt.
Sat. 8:00 am - 12:00 pm
National Bank of Waterloo Pkg. Lot
East 4th St. & Sycamore
Waterloo, Iowa

Iowa Dept. of Agriculture & Land Stewardship

Iowa Dept. of Public Health

Iowa Department of Agriculture
and Land Stewardship

DALE M COCHRAN
SECRETARY OF AGRICULTURE

SHIRLEY DANSKIN WHITE
DEPUTY SECRETARY OF AGRICULTURE

HENRY A. WALLACE BUILDING
DES MOINES, IOWA 50319

MEMO

Date: July 28, 1987

To: Waterloo Area Farmers Market Vendors and Promoters

From: Harold Hommes
Agricultural Diversification Bureau

The Iowa Department of Agriculture and Land Stewardship in cooperation with the Iowa Department of Human Services is seeking to establish a pilot project that will both promote farmers markets in the state as well as assisting recipients of the Women, Infants, and Children, (WIC) Program in obtaining quality Iowa grown produce for their diets. There is currently no system in place whereby WIC recipients can redeem coupons at existing farmers markets. The State Legislature has appropriated to the Iowa Department of Agriculture and Land Stewardship $15,000 to establish this project. We are currently considering the Cedar Falls/Waterloo area to begin this effort. Your input and assistance is requested.

Our intentions are to distribute coupons through the area Human Services Office. Human Services will in turn distribute the coupons to existing recipients who will redeem them at area farmers markets. Each eligible WIC recipient will receive ten (10) one dollar coupons. These coupons will have an expiration date and will be redeemable at the specified area farmers markets.

We envision the project implemented as follows:

a. program recipients redeem coupons with vendors at area farmers markets.
b. vendor turns in any coupons he/she receives during each market day to the market master.
c. market master records name, address, and coupon dollar amount redeemed by vendor and forwards this information along with coupons to the Department of Agriculture.

d. the Department of Agriculture sends payment to each participating vendor every week during the projects' duration.

e. a mid-August to end of September time frame is expected for coupon usage by WIC recipients.

The only critera requested by the Department of Agriculture is that: a) the market be open for business for its full designated time period, and b) that all vendors at a participating market be willing to accept said coupons.

If successful, this effort will serve to further expand marketing opportunities for vendors at farmers markets by targeting a group of people who have previously been unable to participate because no system exists to accept these coupons. This effort will also provide a source of quality nutrition from Iowa grown produce to the recipients of the WIC program.

The Agricultural Diversification Bureau of the Iowa Department of Agriculture and Land Stewardship is coordinating this pilot project and would like to solicit your support and input into this effort. Please contact Harold Hommes of the Agricultural Diversification Bureau for more information. The phone number is (515) 281-5402. Thanks for your cooperation.

H.H.

**Iowa Department of Agriculture
and Land Stewardship**

DALE M COCHRAN
SECRETARY OF AGRICULTURE

SHIRLEY DANSKIN WHITE
DEPUTY SECRETARY OF AGRICULTURE

HENRY A WALLACE BUILDING
DES MOINES IOWA 50319

August 19, 1987

Dear W.I.C. Recipient,

I am pleased that you are participating in the Iowa Farmers Market - W.I.C. Program. This is a six (6) week trial project and is limited to W.I.C. recipients in Waterloo.

I would like to encourage you to use these coupons at the Waterloo area farmers markets that are shown on the back of your coupons. I'm sure you will enjoy eating Iowa's fresh fruits and vegetables.

Sincerely,

Dale M. Cochran
Secretary of Agriculture

DMC/rjt

(PLEASE READ)

Farmers' Market - W.I.C. Coupons

Here is how these coupons must be used:

- Coupons are good only at the area farmers' markets shown on the back of the coupon. These cannot be used at grocery stores.
- Coupons are only good for fruits and vegetables.
- These coupons must be used by October 3, 1987.
- Coupons can only be used by WIC families.
- No change will be given so be sure to purchase whole dollar ($) amounts of fruits and vegetables.
- These coupons will not be issued next month.
- Please use these coupons. This will help us decide if we should do this again.

Prepared Statement of Judy Cortez, Marion, IA

I, Judy Cortez enjoyed the EFNEP very much. The lessons on nutrition were very helpful. Roberta Cuptal has brought me many new recipes and ideas on how to feed my family nutritional and fulfilling meals. She has also become a very dear friend of mine. I thank her and EFNEP for the time they have shared with me and my family.

Prepared Statement of Stephanie L. Harstman, Marion, IA

I am in the "Expanded Food Nutrition Education Program." It has really helped me on the nutrition for my baby. It has taught me what I should not feed him. So please push for more funding for the WIC.

Prepared Statement of Kay Jerde, Program Assistant, Expanded Food and Nutrition Education Program

I am Kay Jerde, a program assistant in the Expanded Food and Nutrition Education Program for 17 years—EFNEP is under the USDA.

We are a program of information out of Iowa State University and Linn County Extension Service. Our target audience is limited income young families with small children. We contact young families whom we see at WIC (we visit WIC sites each month and share samples of a recipe that is low cost, nutritious, and uses WIC supplied foods). For example, we could enroll a family of four with an annual income of $11,200 or $933 a month. Also, one of our clients may have a cousin or sister who is interested in our help, and we strike up a relationship with that family.

Our purpose is to promote simple good nutrition and ways of stretching the food dollar, which means buymanship, using food stamps, getting help from an unknown area sometimes (some people, especially lately among my urban families of new poor really don't know where to turn).

If these families desire our help, we try to be there for them with direction, ideas and support. For some, it is humiliating to need to accept government help. We visit for 8 months—about two times a month. We are interested in the progress of our families. In 8 months we only get started with some of them—change takes longer—but I think we are a beginning link of help and hope to people in despair.

Prepared Statement of Donna Stewart, Program Assistant, Expanded Food and Nutrition Program

Thank you so much Senator Harkin for your going to battle for our EFNEP.

I received a copy of your Senate Hearing Report—H.R. 3520/S. 1800. We do have a need in rural Iowa and yes families without food and without money for utilities.

Thank you again. Keep up the good work.

Prepared Statement of Roberta Fitzgerald, Marion, IA

EFNEP is a very fine and informative program. It made me more aware of the importance of a balanced diet for my son and myself. The money saving recipes were very useful. This information will last a life-time.

Please continue this very fine program. I know so many people who don't have any idea of the importance of milk, protein, fruits, vegetables, and bread in their diet and in their children's diet.

COMMUNITY FOOD RESOURCE CENTER, INC.
17 Murray Street, 4th Floor
New York, New York 10007

Kathy Goldman, Director *212-349-8155*

TESTIMONY SUBMITTED FOR THE RECORD TO THE SENATE AGRICULTURE SUBCOMMITEE ON NUTRITION; IN CONJUNCTION WITH THE HEARING HELD JANUARY 30, 1988 IN CEDAR RAPIDS, IOWA

Testimony By: Liz Krueger of the Community Food Resource Center

The Community Food Resource Center is a non-profit organization focusing on food, hunger, and nutrition issues in New York City. Our primary goal is to expand access to nutritious food at reasonable cost for all New Yorkers. CFRC works to ensure maximum utilization of government food assistance, analyzes food and nutrition programs, and develops systems and programs to support direct service providers.

Close to two million residents of New York City live in poverty. This staggering number includes 40% of all children and 19% of those over the age of 65. This widespread poverty is the reason that hundreds of thousands of these New York City residents are going hungry on a regular basis. Hungry New Yorkers are lining up at over 600 soup kitchens and food pantries each month, an army of voluntary providers now serving close to 1.5 million meals per month in this city alone!

Is New York City unique? Not when addressing the problems of hungry people. Reports have been coming out from all areas of the country, rural communities and cities alike. Each report documents the same facts: that in a nation as rich as the United States, it is estimated that over 35 million Americans periodically go without adequate food on a regular basis.

There is hunger in New York and throughout America today for the exact same reasons - because people are living at or below the poverty level, a level that in itself indicates inhuman - poverty - living conditions. For a family of three in 1988, the poverty level is $9,300 or below. This is not nearly enough to pay for rent, clothing, utilities, transportation, and household necessities - and then cover food bills as well.

While fewer in number, too many Americans were living in poverty ten years ago as well. But at that time, they weren't going hungry. Why? Because this nation had in place an integrated network of Federal Food Assistance Programs which ensured that despite the continuing problems of poverty, families and individuals would not be allowed to go hungry.

Tragically, many of these Federal Food Assistance Programs have losttheir ability to meet the food needs of the poor during the last decade. The Food Stamp program in particular, the mainstay of this network, has been cut by $7 billion between 1982 and 1985.

The following testimony specifically addresses key recommendations for needed changes to the Food Stamp Program, which must be addressed to ensure that Americans no longer continue to go hungry.

RECOMMENDATIONS FOR IMPROVING THE FOOD STAMP PROGRAM

Benefit Levels

Food Stamp Benefits must be increased to a level sufficient to meet realistic food needs. We support Food Stamps being based upon USDA's "Low Cost Food Plan". This would increase allotments by about 25%, bringing the program more in line with actual food costs.

Two recent studies by New York State's Department of Health, "Nutrition Surveillance Program" (November 1987) document that: 56% of people coming to voluntary food pantries for food assistance and 50% of soup kitchen users are already participating in the Food Stamp Program.

Food stamp experts, nutritionists, and members of Congress have long recognized that use of the USDA Low Cost Plan would provide the basis for a far more nutritionally adequate diet than the presently used Thrifty Food Plan. Most recently the proposal to use the Low Cost Food Plan as the basis for Food Stamp allotments was introduced in the U.S. Senate as Title I of the "Hunger Relief Act of 1986" (S.2495).

The "Thrifty Food Plan" was never meant to reflect a level of sustained nutrition but was designed as an emergency food plan. A look at the Department of Agriculture's two week Thrifty Food Plan menu will convince anyone that a diet based on food stamp amounts is totally unrealistic, and that even the best USDA nutritionists cannot make it appear rational.

It was not designed to ensure that people get enough of the nutritious foods they need to be healthy. Rather, the TFP has always been a "theoretically approximate adequate diet" based upon a predetermined dollar figure which is then averaged for different size families .

When the Food Stamp Act of 1964 was first passed by Congress, the TFP did not exist. However, an "Economy Food Plan" had been developed, based

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on the 1955 USDA survey of consumer expenditures. At that time, the USDA described the Economy Food Plan as one "designed for short-term use when funds are extremely low, and was designed for use when the cost of food must be lower than the average food expenditures for low income families." Thus, it was essentially for emergency use, and never intended to cover nutritional needs over an indefinite time period.

In 1975, the Thrifty Food Plan was developed to replace the Economy Food Plan in response to widespread criticism of the plan. However, the TFP did not differ significantly from the Economy Food Plan, because the predetermined cost levels used were almost identical.

Inadequacy of the USDA's Thrifty Food Plan

1. The USDA was sued on the inadequacy of the TFP (Rodway vs USDA), and the Court held in 1975 that USDA had violated the intent of Congress to provide for a "nutritionally adequate diet". Distressingly, the Food Stamp Act was changed in 1977 which invalidated the impact of the Court decision. The description of the law was changed to "permit low-income households to obtain a more nutritious diet". Thus, this change in wording both acknowledged that the TFP is inadequate and indicated that Congress was unwilling at that time to provide Food Stamps at the level needed to ensure a nutritionally adequate diet.

2. USDA recognizes that the TFP has serious deficiencies as evidenced in the Federal Register (4/4/80):

> "The Department recognizes that a number of factors make it difficult for many families to obtain an adequate diet on the amount of money which represents the cost of the TFP. In fact, data on food consumption among low income households indicates that fewer than one in ten families spending an amount of money equivalent to the cost of the TFP received 100% of the Recommended Daily Allowances. The average food purchaser, without specific nutritional skills and training, would find it difficult to make the food choices which provide an adequate diet on the amount of money which represents the cost of the Thrifty Food Plan."

3. The Field Foundation in a 1979 medical study on the effectiveness of federal food programs to alleviate hunger and malnutrition stated that

the TFP diet "is less adequate than USDA's 'Low Cost' food plan, a diet typical of what is consumed by most working class families".

4. The USDA's Nationwide Food Consumption Survey documents that 69% of low income households, when funds were available, actually purchased food with a monetary value of equal to or more than 110% of the TFP's food stamp purchase allotment.

5. The food allotments are based on a standard "hypothetical family of four" who are healthy, have no special nutritional needs and engage in light physical activity. Unfortunately, this 'standard household' does not reflect the age and sex characteristics of those poor families most frequently participating in the Food Stamp program.

6. TFP allows for only 5% waste. Thus in order to survive on this plan, families must be "superhuman" because lower cost foods generally have a higher percentage of inedible parts (high fat and bone content, raw, unprocessed products). Since many low income families don't have proper refrigeration and storage facilities, spoilage and food waste are a significant problem.

7. In order to function under the TFP, people must have superior shopping and nutritional skills including: knowledge of the best and least expensive foods in each of the 17 established TFP categories; how to combine foods properly for balanced nutrition; and the ability to purchase and store foods in bulk quantities. A survey of households attempting preparation of menus representative of the TFP found that it took an average of 3 and one-half hours daily just preparing and cooking these foods. Poor people too often have neither these options nor advanced nutritional skills.

8. Purchasing the TFP requires access to buying and storing an entire month's food order at nationally average prices. Having to shop in smaller stores or pay higher than average costs further negates a family's ability to purchase the already inadequate TFP diet.

QUALITY CONTROL - SANCTION ISSUES:

We are opposed to the continued use of the USDA Quality Control System which is used for determining error rate sanctions.

Effective 1981, Food Stamp legislation required the USDA to sanction states when a state's error rate in providing food stamp benefits exceeded legislatively established target rates. Sanction amounts increase based on each percentage point above these set target rates. Error rates are measured by a USDA "Quality Control" system which measures all food stamp allotments that are either issued to ineligible households or overissued to eligible households.

Since sanctions serve to reduce the federally funded share of a state's administrative costs, state's have a strong incentive to do whatever is within their power to decrease these error rates. This includes developing complicated and bureaucratic requirements which serve to discourage eligible people from applying for and receiving Food Stamps.

Despite the fact that the federal government has yet to actually impose required state payments of these sanctions, the "threat" of this cost has had severe and negative impacts on the Food Stamp program. The state and local agencies responsible for administering Food Stamps have created volumes of new procedures and restrictions in response to these Quality Control sanctions which do not prevent fraud, but do discourage eligible applicants. At the same time, these "fear of USDA sanction" inspired procedures have created confusion and caused havoc for both recipients and program workers.

There are no parallel mechanisms for sanctioning states for under-utilization of federal Food Stamps through non-provision of benefits to eligible recipients. Thus, there is no converse pressure placed on states to ensure that all eligible people receive their full benefits. A recent Government Accounting Office report (GAO/RCED-88-12, October 1987) evaluating improper denial or termination error rates in the Food Stamp Program in several states found that: "the improper denial or termination error rates ranged from 12.4% - 22.5%" and that "42% of the households it identified as having been improperly denied or terminated from the Food Stamp program lost benefits as a result of the errors."

RESTORE FEDERAL MATCHING FUNDS FOR FOOD STAMP OUTREACH:

Advocates and emergency food providers throughout the country know that people suffering from hunger and food emergencies are often eligible, but not receiving Food Stamps, Expedited Food Stamps and other available food assistance. Here in New York City, current participation in the Food Stamp program is ONLY 46.6% of the eligible population. This means that approximately 1.2 million eligible poor New Yorkers are not receiving federally funded Food Stamps. These benefits are under-utilized because eligible persons are not adequately or consistently informed of their availability; they are incorrectly determined ineligible; and the process by which people apply has been allowed to become overwhelmingly complicated and designed to discourage participation.

ELIMINATE THE CAP ON THE EXCESS SHELTER DEDUCTION:

Shelter has become the most expensive item in the low-income household budget, and in New York has far outpaced inflation. Many of the homeless families living in welfare hotels and family shelters were living in housing that cost more than their income, and eventually they could no longer maintain their residency. For these families the removal of the cap on the shelter deduction would at least result in an increase in Food Stamps.

INCREASE THE ALLOWABLE HOUSEHOLD RESOURCE LEVEL:

Current maximum levels of $2,000 for households, or $3,000 if at least one member is over 60, are totally unrealistic. These levels need to be raised. Additionally more exclusions for resource determination purposes should be allowed, such as an exclusion permitting burial insurance, etc. An additional resource level issue is the limits placed on the value of a car. The current maximum fair market value of $4,500 for a car, unnecessarily disqualifies many families from food stamp eligibility.

NEED FOR A "HOLD HARMLESS" FORMULA:

Congress must reevaluate the provisions for determining "income" within the Food Stamp program, and develop a "hold-harmless formula" that will not penalize poor families by reducing their Food Stamps when state or local governments grant shelter, utility or basic grant increases.

For Example: Here in New York State public assistance benefits are divided into a "basic grant" and a "shelter allowance". The shelter allowance is exclusively for rent and goes exclusively to the landlord, but is defined and counted as real income for households receiving Food

Stamps. So, each time the state increases the shelter allowance, federal food stamp allotments are decreased for poor families by approximately $1 for every $3 increase in rent money. In a similar scenario; through no choice of their own thousands of homeless families are being temporarily housed in pathetically dilapidated hotels in New York City. These hotels provide no cooking or storage facilities, thus families are forced to purchase more expensive prepared foods and restaurant meals. In addition, most of these hotels are in nonresidential areas, where both food store and restaurant prices are higher than in other locations. Recognizing these special needs, New York State provides a Restaurant Allowance to provide additional food dollars. However, since this Restaurant Allowance is defined as "income" for Food Stamp purposes, each $ 3 in Restaurant Allowance received by Homeless families results in approximately a $ 1 loss in Food Stamps.

The net effect of current federal food stamp policy is to decrease available food dollars for families and individuals every time the state or local government provides additional funding to attempt to keep up with skyrocketing rents or special living conditions. The Federal government must resolve this regulatory injustice and put a stop to this absurd situation. Some form of "hold harmless formula" for state and local government assistance must be created, such that each time state or local governments attempt to address a set of problems which are within their purview, the result is not decreased federal food dollars for poor families and individuals.

PERMIT QUARTERLY DISBURSEMENT OF FOOD STAMPS FOR THE ELDERLY:

This would serve to encourage those elderly whose monthly benefits are not very large to tolerate the confusing and often humiliating application process. Congress should also expand the successful pilot program that permits elderly recipients to receive cash instead of coupons (cash-out) on a quarterly basis.

RAISE THE CAP ON DEPENDENT CARE DEDUCTIONS:

In order to better reflect the actual costs of child care, this cap should be raised to $200 per month per child under the age of two, and $175 per month per child over two years of age.

HUNGER IN AMERICA

USDA Food Assistance Programs

TUESDAY, MARCH 1, 1988

U.S. SENATE,
COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY,
Washington, DC.

The committee met, pursuant to notice, at 9:40 a.m., in Room G-50, Dirksen Senate Office Building, Hon. Patrick J. Leahy (chairman of the committee) presiding.

Present or submitting a statement: Senators Leahy, Melcher, Harkin, Conrad, Lugar, Boschwitz, McConnell, and Bond.

STATEMENT OF HON. PATRICK J. LEAHY, A U.S. SENATOR FROM VERMONT

The CHAIRMAN. Good morning, the Senate Agriculture Committee will come to order.

I am not sure there is ever a time that the Senate Committee on Agriculture, Nutrition, and Forestry has met in this room. And I had almost forgotten the room existed, but it is a perfect one for such a hearing.

I welcome the broad spectrum of people who are here today. I recognize people representing various groups concerned with hunger in America and people from all parts of the country.

I think that's appropriate, because there is no part of America that does not know hunger, whether it is my own area of New England, or straight across the country to the west coast.

Two weeks ago, I traveled to New York City. I wanted to see, first hand, the operation of various commodity programs—I visited food pantries and soup kitchens and talked to those who depend on TEFAP (Temporary Emergency Food Assistance Program) commodities.

It was not a formal hearing. It was just a chance for me to learn and to listen. Coming from a very rural State as I do, it's sometimes good to be reminded what it's like in large urban areas.

And, so, I spent time with different people who live in the area, just walking around the streets, talking with people and visiting them in their homes.

I was really moved by the human dimensions of the hunger I encountered.

As the State's attorney of Vermont's largest city, I have seen poverty. But usually in Vermont the instances of poverty are isolated. In fact, Vermonters often refer to the poor as "the people at the end of the road."

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In this part of the South Bronx, that road has no end.

I discovered some startling information—since 1981, the number of soup kitchens and food pantries in New York has increased from 30 to over 580; that's a twentyfold increase since 1981. Also, 1,000 community groups now distribute TEFAP commodities in New York City.

In 1986, 20,000 sites nationwide distributed TEFAP commodities—cheese, nonfat dry milk, rice, butter, flour, and cornmeal—up to 15 million people received TEFAP commodities in 1 month alone.

When I was in New York, I talked to families in their homes—and on the streets waiting for the soup kitchens to open. As a Senator, I have seen poverty in the Third World worse than any in the United States. But the sense of hopelessness I found in this trip to New York was deep as any I have encountered in the Third World.

Last week I spoke at a press conference announcing a national report on rural malnutrition ("Patterns of Risk: The Nutritional Status of the Rural Poor"). The conclusions of that report—that rural malnutrition is on the rise—is as disturbing as the hunger and despair I found in New York.

In addition, census data tells us that 13 million children live in poverty—and that 40 percent of the poor are children.

This year I want this committee, and the Subcommittee on Nutrition—I have discussed this with the Subcommittee Chairman, Senator Harkin—to explore why there are growing reports of hunger in America when there are 18 million Americans on the Food Stamp Program—and when millions are being served by emergency feeding programs such as TEFAP.

What I have heard—from family after family—is that the food stamp allotments are not enough to feed their children. We know that for a family of four, the maximum food stamp benefit is about 80 cents, per person, per meal—the average benefit is 51 cents, per person, per meal—80 cents and 51 cents.

Just think, any of you, when you go grocery shopping, if you drop a carton of eggs, you spilled a quart of milk, you lost something on the way home, your 50 cents or 80 cents is gone. This is something that should be brought home periodically to all of us here, because there is not a single Member of Congress, and probably not many people in the audience, who go hungry unless they do it by choice.

Christina Walker of the Food and Hunger Hotline in New York City told me that most of their phone calls are from persons on the Food Stamp Program. They call up to find out where the TEFAP distributions will take place and where the soup kitchens are because their food stamps have run out.

In fact, one woman I met in the South Bronx looks out her window each day hoping to see the long TEFAP lines. There's no notice. We never know when it's going to happen, but somehow the word gets around.

If she sees the lines out there, she runs out and gets in line and hopes that she will be there soon enough before the food runs out. This, incidentally, in the wealthiest, most powerful nation in the world.

She says that these commodities are available only once every 2 or 3 months in her neighborhood. When she can get them she doesn't have to ration or borrow food for her children when the food stamps run out.

There is one organization that has always been a part of the solution to hunger in America. The American School Food Service Association has consistently helped in the area of providing nutritional foods to our children. They are having a convention in town and I know that many of their members are here today, and I met some members this morning on the way in. I want to thank you for your contributions over the years.

This morning we'll discuss many complex programs. I want to make it clear that I intend to focus the attention of this Congress and this committee on hunger in America. The focus will be on people, not programs. It will be on children and mothers—it will be on the elderly—it will be on school children—and it will be on the very poor.

America's future depends on its children—the wealthiest, most powerful nation in the world must once again resolve to eliminate hunger in America and this is the time to actually do it.

I yield to my good friend, the distinguished Senator from Indiana, Senator Lugar.

[The prepared statement of Senator Leahy follows:]

OPENING STATEMENT

SENATOR PATRICK LEAHY
Full Committee Hearing on Hunger in America
March 1, 1988

Two weeks ago I travelled to New York City to see first hand the operation of various commodity programs -- I visited food pantries and soup kitchens and talked to those who depend on TEFAP (Temporary Emergency Food Assistance Program) commodities.

I was moved by the human dimensions of the hunger I encountered.

As the State's Attorney of Vermont's largest city, I have seen poverty. But usually in Vermont the instances of poverty are isolated. In fact, Vermonters often refer to the poor as "the people at the end of the road."

In New York that road has no end.

I discovered some startling information -- since 1981 the number of soup kitchens and food pantries in New York has increased from 30 to over 580; that's a twentyfold increase since 1981. Also, 1,000 community groups now distribute TEFAP commodities in New York City.

In 1986, 20,000 sites nationwide distributed TEFAP commodities -- cheese, nonfat dry milk, rice, butter, flour and cornmeal -- up to 15 million people received TEFAP commodities in one month alone.

When I was in New York I talked to families in their homes -- and on the streets waiting for the soup kitchens to open. As a Senator, I have seen poverty in the Third World worse than any in the United States. But the sense of hopelessness I found in New York was as deep as any I have encountered in the Third World.

Last week I spoke at a press conference announcing a national report on rural malnutrition ("Patterns of Risk: The Nutritional Status of the Rural Poor"). The conclusions of that report -- that rural malnutrition is on the rise -- is as disturbing as the hunger and despair I found in New York.

In addition, census data tells us that 13 million children live in poverty -- and that 40 percent of the poor are children.

This year I want this Committee, and the Subcommittee on Nutrition, to explore why there are growing reports of hunger in America when there are 18 million Americans on the food stamp program -- and when millions are being served by emergency feeding programs such as TEFAP.

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America's future depends on its children -- the wealthiest, most powerful nation in the world must once again resolve to eliminate hunger in America.

STATEMENT OF HON. RICHARD G. LUGAR, A U.S. SENATOR FROM INDIANA

Senator **Lugar**. Thank you very much, Mr. Chairman. I want to thank you for holding this hearing on this vitally important topic. I thank you for holding it in this magnificent auditorium, because it does make it possible for us to come together with so many friends who have a very deep interest in American schoolchildren, who likewise, have the pervasive problems of hunger in our country.

One item that is to be addressed by our first panel this morning is the Temporary Emergency Food Assistance Program, TEFAP, signed into law in 1983 to assist in reducing USDA's inventory levels by donating surplus commodities to the Nation's needy.

As all the members of this committee are aware, surplus inventories of some commodities have greatly declined since that time. This is the paradox of agriculture and food policy in our country, its alternating surges between the enormous oversupplies and humanitarian ways in which we utilize those for the benefit of our people and others, and then sharply declining stocks just as continuity of program is sought.

The cause of these declining stocks—last fall, the USDA informed Congress that it was unlikely that past donation levels to TEFAP would be sustained. And current estimates indicate that rice and honey will be available only through March for TEFAP. TEFAP distributions of fees on nonfat dry milk will be available apparently through the end of April. Since that fall report, USDA has attempted to allocate dairy products fairly among the various programs receiving those commodities. I believe that there is broad bipartisan agreement that the USDA has acted equitably and sensibly, given the very difficult position that they faced at that point.

The TEFAP Act written at the time of huge surpluses places TEFAP at the end of the priority list of programs receiving commodities. Some programs such as the School Lunch Program should take priority over TEFAP. However, some members of the committee, myself included, have looked at reordering the allocation priorities to place TEFAP ahead of certain foreign sale requirements found in the Food Security Act of 1985. I am hopeful that today's witnesses will take time to comment on these allocation priorities.

I also want to thank you, Mr. Chairman, for inviting our colleague, Senator John Heinz of Pennsylvania, and his agreement to come before the committee today to discuss food banks and his amended legislation to create food bank demonstration projects.

Finally, Mr. Chairman, I am pleased that members of the American School Food Service Association are with us in such numbers. It's a pleasure to see representatives of that great national association, and especially to see Hoosiers who are here today and with whom I look forward to visiting.

Once again, I thank you, as our distinguished Chairman, for holding the hearing.

The **Chairman**. Thank you very much. Without objection, the prepared statement of Senator McConnell is received for the record. I know various Senators will have to come and go as there are other meetings going on this morning. I know that Senator

Bond is waiting to introduce our first panel. I also understand that he has to leave for another meeting, but I want to yield to Senator Melcher, and Senator Harkin, as Chairman of the Subcommittee on Nutrition and Investigations and then to Senator Bond to introduce the first panel.

PREPARED STATEMENT OF HON. MITCH McCONNELL, A U.S. SENATOR FROM KENTUCKY

HEARING ON HUNGER IN AMERICA AND FOOD ASSISTANCE PROGRAMS—MARCH 1, 1988

Mr. Chairman, I commend the Distinguished Chairman for calling this hearing to review the status of our domestic food programs and our efforts to combat hunger in America. I look forward to the testimony of these professionals whose knowledge and compassion derives from their work with the indigent of our nation. I am sure their message will relay the urgent need for continued domestic nutritional assistance and I am most interested in their evaluation of the efficiency of our current programs. In my opinion, our programs must be effective in reaching a maximum number of low-income families with nutritional assistance in order to further our efforts in feeding the hungry.

The Temporary Emergency Food Assistance Program (TEFAP) has proved to be successful in both providing nutritional assistance to the needy and reducing surplus agricultural commodities. While the first goal of this program—the reduction of surplus commodities—has been met, an underlying second goal has become more prominent. Supplementing the nutritional resources of low-income households across the nation has become increasingly important as hunger becomes prevalent.

This is typified in the mountains of Eastern Kentucky, where the commodity distribution lines run for miles. The lines begin to form around seven or eight a.m. although commodities will not be distributed until ten. The distribution will operate from ten a.m. until two p.m.—seldom is there any food left after twelve noon.

This scenario has become common in my state, as well as many others, I'm sure. Although the thought of hunger is indeed unpleasant, we must recognize that it is a reality in our nation today. We in Congress made a commitment to domestic food programs by appropriating approximately $20.3 billion dollars for nutritional assistance when the Continuing Resolution was approved in December. It is now time to further support that commitment by ensuring these funds assist as many needy Americans as possible.

I thank the Chair.

STATEMENT OF HON. JOHN MELCHER, A U.S. SENATOR FROM MONTANA

Senator **MELCHER**. Thank you, Mr. Chairman. When this committee and several committees of the Senate and over in the other body, the House, speak of infrastructure, they are probably talking about bridges and roads, sewerlines, waterlines.

And, indeed, it's a very important topic. We're slipping throughout the country in that type of infrastructure. We should correct it.

But, today in this committee, when we are talking about infrastructure, we're speaking about a more important infrastructure. It is the nutritional needs of the people of America. It's the health needs of America, and without adequate nutrition, health needs will never be met.

That combination of nutritional and health needs begins with the infant in the womb of the infant's mother. That's why we have a WIC Program. And it continues throughout the child's life as the child matures and that's why we have a National School Lunch Program.

For some who are less fortunate, the nutritional-health need combination afflicts those who must have food stamps in order to maintain their capabilities.

And the community programs, whether it's a soup kitchen or a food bank or the church programs, they continue to meet the needs of those people who aren't privileged enough to have adequate nutrition.

It extends to the senior citizen center and to Meals on Wheels, and that type of infrastructure is, I believe, the most important infrastructure for America.

I want to thank all of you and I want to thank the Chairman and the other members of this committee for having this hearing, because we are, indeed, embarked on something very vital and fundamental for America and that is the nutritional level for all Americans. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much. I recognize the distinguished Chairman of the Subcommittee on Nutrition and Investigations, one of the most significant leaders in this whole area and a man who has a tremendous reputation in that respect, both from his service in the House and now here in the Senate. Senator Harkin.

STATEMENT OF HON. TOM HARKIN, A U.S. SENATOR FROM IOWA

Senator HARKIN. Thank you very much, Mr. Chairman. In deference to all of the witnesses who are going to be appearing, I will make my comments very short and ask unanimous consent that my prepared written statement be included in the record.

The CHAIRMAN. Without objection, the statement of Senator Harkin will be placed in the record in its entirety.

Senator HARKIN. I want to reassure you, Mr. Chairman, that we will be having hearings in the subcommittee. I know there will be a bill introduced soon. Then the subcommittee will be having hearings on it. Hopefully we will be able to move it through the subcommittee and committee very expeditiously.

I want to make just a couple of points. I was in Iowa a couple of weeks ago working at a communication action agency in upper Des Moines, up in northwest Iowa.

It was 4 degrees above zero. I was doing a workday there, and they announced that they were going to distribute free food beginning at 10 o'clock in the morning. When I arrived there at 8 in the morning, there was already one elderly woman standing outside in 4-degree weather to get her food.

I came back at 10 o'clock and the line had stretched halfway around the block. That day they distributed free food to 166 people. Much of this was the TEFAP food.

People were coming in subzero weather, lining up just to get food to eat; there is a lot of need out there. We can see the statistics on it and how much it has grown.

But I think the thing that really strikes home with me, that we have seen in the last decade, is that 85 percent of the people who live in poverty are either a single female head of household, an elderly or a handicapped person, or a child.

What we are really witnessing is not only the feminization of poverty, but the childrenization of poverty. It's the children, 13 million, as you said, Mr. Chairman, who are in need of some form of nutritional assistance and that's really where we have to focus our attention.

To all of you out there who are interested in these programs, I want to tell you that last year when the Senate Agriculture Committee met for the first time under the able Chairmanship of Senator Leahy, when Senator Leahy first called us to order, his first order of business was to discuss how this committee would address the issue of hunger in America.

I think that says volumes about the leadership of the Chairman of our committee. He has ranked this issue up there with all of the other issues that come before this committee and, indeed, has made it one of his top priorities.

So, Mr. Chairman, I want to compliment you for that and to tell you that I will work with you in whatever way we can at the subcommittee level to move this legislation expeditiously.

The CHAIRMAN. Thank you very much. Senator Conrad.

STATEMENT OF HON. KENT CONRAD, A U.S. SENATOR FROM NORTH DAKOTA

Senator CONRAD. Mr. Chairman, I too would like unanimous consent to enter my written statement into the record so that we can go directly to the witnesses.

The CHAIRMAN. Without objection, the statement of Senator Conrad will be placed in the record in its entirety at this point.

[The prepared statements of Senator Harkin and Senator Conrad follow:]

OPENING STATEMENT OF SEN. TOM HARKIN
U.S. SENATE AGRICULTURE COMMITTEE
HEARING ON HUNGER
MARCH 1, 1988

I want to congratulate the chairman of this Committee, Senator Leahy, on holding this hearing on hunger. This hearing demonstrates his interest and leadership in the area of hunger and related issues. On January 30, this Committee's Subcommittee on Nutrition, which I chair, held a hearing on hunger in Cedar Rapids, Iowa. The Subcommittee heard from 17 witnesses and received written comments from others unable to testify at that hearing. We learned a lot at that hearing about hunger in America. We have some very good programs and we work with some very dedicated people but we have a long way to go in fighting hunger in this country.

Nationally it has been estimated that 20 million Americans--many of them children--suffer from hunger. Poverty, the leading cause of hunger, has increased this decade from 29.3 million people to 32.4 million in 1986. Food stamp participation however has not kept pace. It has declined from 19.8 million in 1980 to 19.4 million in 1986 and in October of last year dropped to 18.4 million.

Unfortunately the typical American suffering from hunger is not your able-bodied male between the ages of 19 and 59. The typical American suffering from hunger is either a child (almost 13 million), a head of household, an elderly or handicapped person. These people represent 85% of our poverty population.

One in five persons on food stamps has employment that provides some income, but it is not enough. As I remarked on the Senate Floor last week in a discussion on hunger with Sen. Melcher, we are witnessing the feminization and childrenization of poverty and current operating levels of existing programs are simply inadequate.

Last month on February 12, I visited Upper Des Moines Opportunity, Inc., a Community Action Agency, and spent part of my work day distributing commodities to the needy--mostly to low-income families and elderly individuals. When I arrived there early that morning before the agency opened to receive recipients, I saw an elderly lady waiting in sub-freezing weather. That was several hours before they began distributing food.

When I saw the line later it had grown considerably. We distributed food to 166 people that day.

Today we are here to discuss TEFAP and the school lunch program. Both programs are considered highly efficient. In the case of TEFAP, our uncommitted surpluses are at a point where USDA informs us that distribution of rice and honey will be terminated this month. Non-fat dried milk and cheese will no longer be available after next month. But the problem of hunger remains with us. We need to look seriously today at how we are going to deal with this problem.

Last week Senator Melcher, Senator Leahy and I discussed this problem of shrinking uncommitted surpluses. As a partial solution to this problem we have decided to introduce a bill that will remove the minimum operating levels from the dairy portion of our foreign sales program. This action will move some volume of dairy commodities into the uncommitted surplus category and hence available for TEFAP and the school lunch program. This is not the final answer to this problem but it at least helps to clarify our priorities. And it makes these dairy products immediately available to deal with one of the most pressing social problems of our day.

The School Lunch Program is also a subject of discussion today. The American School Food Service Association is with us today. This association can tell us about school food programs. The School Lunch and Breakfast Programs serve our youth. And American youth represent the future of our great country. Those who serve in this program, as well as TEFAP render our nation a great service. The School Lunch Program has been notified that the level of bonus commodities received in 1988 will be capped at 1987 levels. This is due again to shrinking inventories. This cap represents a cut in real terms. What will happen next year if inventories continue to shrink? Perhaps our witnesses today can address that question.

Mr. Chairman, that concludes my opening remarks. I look forward to hearing from our witnesses.

Kent Conrad

STATEMENT OF SENATOR KENT CONRAD
HUNGER IN AMERICA AND FOOD ASSISTANCE PROGRAMS
SENATE COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY
MARCH 1, 1988

I want to thank the Chairman for holding this hearing on a problem that many Americans simply do not want to acknowledge. That is the real and growing problem of rural and urban hunger.

My state of North Dakota is a major producer of agricultural commodities. Yet in my state, the Temporary Emergency Food Assistance Program (TEFAP) program distributes bags of surplus commodities to 95,000 individuals who do not have enough food to eat. That tells me that 14% of my state's population stands in line four times a year to receive these packages of processed cheese, non-fat dry milk, flour, honey and rice.

This cannot be. An agriculture state cannot have hunger. Yet we cannot deny the facts. Rural hunger is on the rise.

The School Lunch Program in my agricultural state served 14.6 million meals to school children in 1987. The Great Plains

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Food Bank located in Fargo, North Dakota, distributed nearly 1 million pounds of food in 1987, which was disbursed by 150 agencies in my state and part of Minnesota. Last year, nearly 13,000 North Dakota families received food stamps.

I cannot help but marvel at the contradictory policies of our government. We find it necessary under the current economic situation to cut back farm production in order to support commodity prices. Thus, our agricultural policy aims at reducing commodity surpluses by taking land out of production through the Acreage Reduction Program and the Conservation Reserve Program.

USDA recently announced that the supply of many federal surplus commodities will soon be exhausted. This, they proudly state, is the successful result of our policy goal of reducing production.

But this success is a catastrophe for food assistance programs which depend on surplus commodities. It is estimated that 20 million Americans are going hungry. We have established these emergency food programs as part of our national goal of alleviating hunger. Now, many of these programs are being notified that there will be no more free federal food. According to USDA estimates, the supply of surplus processed cheese and dry milk will end in March, and no surplus rice and honey will be available after April.

Lack of food for the poor in a country with our ability to produce food is unacceptable. It cannot be allowed to continue. We must commit ourselves to eliminating hunger.

We must ensure the continuation of the TEFAP program and the other federal surplus commodity distribution programs. If these programs falter due to lack of commodities or administrative funds, the number of hungry and malnourished people in our country will grow.

In addition, this uncertainty could dissolve the network of volunteers -- a federal-private working relationship -- which has operated food assistance programs with success up to now. Many of these programs operate on shoestring budgets, and depend on volunteers to help distribute food. Delays or temporary halts in these programs could mean losing the volunteers who have done such a fine job of distributing these goods, and it would be very difficult to reorganize them.

The loss of federal supplies of surplus commodities means the loss of the bag of groceries that the mother in rural North Dakota depended on to feed her family until next month's food stamp allotment arrived. Loss of surplus commodities means that school cafeterias will turn some hungry children away, because there will be less food available under the School Lunch Program.

A moral government has the responsibility to house the homeless, feed the hungry, and care for those who cannot care for themselves. This hearing will help decide whether we are genuinely committed to eliminating hunger in this country of great bounty.

I am grateful to today's witnesses for coming forth to emphasize this national problem of hunger in America. It does exist. We must deal with it. I am committed to doing all that I can to knock down barriers and find adequate supplies to ensure that the needy are fed.

Senator CONRAD. I will preface the beginning of the hearing by saying that I believe that the moral test of government is whether or not we meet the vital challenges of dealing with those who aren't able to help themselves, to house the homeless, to feed the hungry and to care for those who cannot care for themselves.

That is at the base, the test of whether or not we have a right to govern.

I want to applaud the Chairman for having this hearing, because this is fundamental to judging whether or not we are fit to govern. And, so, I hope we're able to make the case clearly to the American people that there is hunger in America.

I come from one of the major agricultural producing areas in this country and there is hunger in my State. That cannot be.

I am hopeful that from these hearings we will be able to find a solution to some of the problems that we find all across the country, and most ironically, even in those places that produce the abundance for which we are so well known.

Again, I want to thank the Chairman for holding the hearing.

The CHAIRMAN. Thank you, and I know how strongly you feel about these issues, how strongly you stated those same positions in the hearings we had last year about this time, in your State. And I know you approach it with that strong commitment.

Senator Bond, also a new member of our committee, and one I welcomed very much last year because of his expertise both as a Governor and as a person of well-demonstrated ability. We are glad to have you here.

I am sorry we started late. I know that you have to go elsewhere, and I wanted you to have a chance to introduce your panel.

STATEMENT OF HON. CHRISTOPHER S. "KIT" BOND, A U.S. SENATOR FROM MISSOURI

Senator BOND. Thank you very much, Mr. Chairman. It is a little bit of a change for me to be sitting on this side, but I appreciate the opportunity to introduce someone who I am sure is going to give this committee a great deal of insight into the problems of hunger and the means of dealing with it in our State of Missouri and perhaps some implications for the rest of the Nation.

Certainly, hunger, homelessness and related issues are of grave concern to this committee and to the many people who have come to the hearing today.

In my home State of Missouri, we have experienced both persistence and the increase of hunger among our citizens. This has been reflected in national surveys. We know there are many causes of it: changes in the economy, trade, jobs, technology, and as has been pointed out earlier, the increase in the feminization and the increase in the number of children who are hungry.

It was my great pleasure as Governor to see the tremendous dedication, the effort, the skill and the devotion which was focused on meeting the challenges of hunger in our State through the private sector.

State government, working with private voluntary organizations in our State found that these organizations are able to respond, to deal with problems in a manner which obviously has not solved everything, but which is a great credit and a great, I think, measure of service and dedication, the manner in which they have been able to deliver food.

In Missouri, we have entered into a unique public-private partnership. The Missouri Department of Social Services and private social service agencies have addressed these needs.

The Missouri Food Stamp Outreach Task Force exemplifies that partnership. The first panelist today, Mrs. Sara Barwinski, is cochair of that task force. She serves along with Suzanne Rawls, Assistant Deputy Director of the Missouri Department of Social Services for Income Maintenances, the Food Stamp Program.

Mrs. Barwinski is also a social worker on the staff at the Lutheran Family and Children's Services, where she is responsible for direct services in meeting the needs of Missouri's hungry.

She is a board member of the Anti-Hunger Task Force Coalition. She is responsible for staffing the Missouri Association for Social Welfare Hunger Task.

I might add parenthetically that prior to my entry into government service, I served as a board member of that organization and took a great deal of pride in the things that we were able to accomplish.

She has recently coauthored and researched a report entitled "Hunger in Missouri," that was published, I believe in the spring of 1986.

I regret that I have a commitment to attend a markup with the Banking Committee, which proposes to be a bit contentious today and I am not going to be able to stay through this hearing.

But I will look forward to following the hearing to the extent that I can in reading the hearing record.

It is my great pleasure to present to the committee, Mrs. Sara Barwinski from St. Louis Missouri.

The CHAIRMAN. Thank you very much, Senator Bond.

STATEMENT OF SARA L. BARWINSKI, SOCIAL WORKER AND RESEARCHER, A.C.S.W., COCHAIRMAN, MISSOURI FOOD STAMP OUTREACH TASK FORCE

The CHAIRMAN. We are very happy to have you here and I understand you have a prepared statement and a slide presentation. Is that correct?

Ms. BARWINSKI. Yes.

Good morning. I am very very grateful for this opportunity to share with you my deep concern about the problems of hunger and the sense of urgency which face it.

I am encouraged by that same sense of concern I sense from the panel, and I know this will be the focus of your hearing not only today but in the days to come.

And because it is so important that the faces of the people who are experiencing this problem are before you in your deliberations, I wanted to visually set the stage for this year's emphasis on hunger.

[Slide presentation.]

Ms. BARWINSKI. Hunger, its very existence defies the logic of this Nation's incredible ability to produce enormous quantities of food.

Hunger is not an inevitable fact of life in America. It's elimination is within our grasp. Yet, in the middle of all our plenty and despite the successes of the seventies, hunger has returned as a major problem facing America. Large numbers of families remain homeless and undernourished.

You can travel to any American city and visit soup kitchens and poverty stricken families in their homes and on the streets, a visit that will bring a human dimension not easily captured in a Washington, DC, hearing room.

We can find hunger throughout America and the sense of hopelessness faced by our families and the isolation faced by our elderly.

Many of those going hungry are children, often dependent on school breakfast and lunch programs for crucial nutrition.

For years, school lunch programs have improved the health of our children, but it is not enough. Today, one in five American children live in poverty, 13 million in all.

And hunger is not restricted to urban America. By all standards of diet, nutrition, infant mortality and birth weight, America's rural poor are being hit the hardest.

Even more than the urban poor, the rural poor face unreasonable barriers to participating in hunger programs. Living in rural America should not be a barrier to receiving help.

In small towns and on farms across rural America, more and more families are struggling with growing hunger and empty cupboards. From 1979 to 1983, the rate of poverty in rural America increased more than one-third, by 3.5 million.

Hunger is inevitably personal. But the Federal programs addressing hunger can appear very complex.

Let me now take a moment to review the programs designed to lessen hunger and malnutrition.

Food stamps, America's first line of defense against hunger, reaches only about 60 percent of those living in poverty providing the average recipient with a scant 51 cent meal.

The limitations of food stamps are illustrated by the fact that thousands of recipients spend the last week of each month in lines at soup kitchens or simply go hungry.

I have already focused on the importance of school breakfast and lunch programs, but in Missouri the school breakfast program is available in only about 17 percent of our schools.

The WIC Program reaches only about 40 percent of those pregnant women, infants and children eligible. WIC is widely held to be one of the most cost-effective nutrition programs available.

As well as feeding hungry mothers, studies show that every dollar spent on a WIC mother saves at least that much in infant hospitalization costs due to low birth weights.

Today surplus commodities feed up to 15 million people each month, but demand continues to outstrip supplies.

The TEFAP Program, as you have heard, is in jeopardy. The USDA has announced the elimination of rice and honey distributions by the end of March and cheese and nonfat dry milk distributions by the end of April.

But as important as these programs are and as much as we need to focus on them to eliminate hunger, in the end, it is not the programs on which we focus, it is the people, especially the children we must respond to. It is their hunger we must satisfy.

Thank you. I hope you can take some of those visual images with you in the days and weeks to come.

[End Slide Presentation.]

Ms. **Barwinski**. It has been said that hunger in America has reached epidemic proportions—with 20 million Americans at risk. My work as a social worker and as a researcher confirms that assessment. Every day, I see the impacts of hunger in our heartland.

However, I have also witnessed a national reluctance to aggressively respond to this problem like we would other major health crises. Certainly, the churches and social service community have done an incredible job in trying to meet the emergency food demand. But as a representative of that sector, I have to let you know that we are not able to meet the need, nor are we capable of preventing the problem. We only respond to it after the fact.

I believe part of the reluctance to face the issue of hunger in America head on is because we know it is a problem that should not exist. People should not go to bed hungry in this land of plenty. This fact can motivate us to apply our resources to eliminate the problem, eliminating the problem this year. But, too often, I think, the shame and embarrassment of this domestic issue leads us to deny its existence instead.

Our denial of this problem can be aided by the fact that the disease infecting our country is one of chronic, silent, undernutrition. Hunger's many victims are not visibly dying of starvation in the streets. Our casualties are slowly drained of their health, vitality, and potential by this great killer. And the rest of us look on, sometimes failing to recognize the symptoms of the disease itself.

We fail to see that the rapid decline in the health of the senior citizen next door is due to the fact that her scant resources are used up trying to buy medication which means she hasn't been eating properly. She doesn't have anything left for food. I talked to a physician who had hospitalized such a woman. And he said, "If only I had known. I would have prescribed food first. It's what she needed most to stay healthy."

We fail to see that the elderly are not the only Americans who are not putting food first in their household budgets. With high shelter and utility costs, and massive cuts in Federal subsidies in those areas, many families find that it's food that is easiest to sacrifice in their budget. The intolerable rise in the number of homeless citizens points to an even greater increase in hunger. Long before homelessness occurs, families go hungry as they struggle to keep a roof over their heads.

We fail to see that a child we label as slow in school hasn't had anything to eat since the school lunch the day before.

We fail to see that sometimes this disease can take the shape of obesity, as people who fill up on cheap starchy foods—and we call them fat, but they are actually undernourished.

We fail to see oftentimes the rural images of poverty in our country. I am always struck by the irony of seeing farmers stand in line to receive the commodity foods that they helped to produce. They serve as a powerful symbol that something has gone wrong in our system.

Of course, the farmers are only the newest face of the rural poor. We've always had poor in our rural isolated areas, but I think the further tragedy of our farm crisis is those poor used to go to those farmers and those businesses in the community for help. Now, that whole communities are devastated, where do they go now?

We had a food bank in rural Missouri that tried to publicize a directory of places where people could go to find assistance in a 27 county rural area. A directory of where people can go for help. In county after county, the churches and the pastors and the ministerial alliances say, "Please don't list us in the directory. We do not want any more people coming to us. We can't take care of the people in our own parish."

And, frankly, they're scared. They're scared about the cuts in commodities, because oftentimes that's been the life line of helping the few people they've been able to help.

Where do people turn for help, then? Food stamps—America's basic safety net program—should be the logical first step. However, when we examine the participation rates in Missouri, only about half of those people in poverty receive food stamps. In many rural counties, the participation rate is between 20 to 30 percent of those in poverty.

You have to ask why, why is participation so low when need is so great? When I first began investigating that question for the hunger study several years ago, the favorite answer people gave me was pride. Pride kept people from using the Food Stamp Program. However, by reducing the problem of barriers to participation to a single word—pride—people also dismissed the problem. After all, if people were too proud to apply—and oftentimes the implication was, of course, virtuous people should be too proud to apply—then what could we really do about it?

A closer look, however, reveals many other barriers that can and must be addressed. In many cases, potential eligibles are unaware that they can receive benefits, or they don't know how to go about getting them. For some, transportation is an issue. We have counties where the county office is over an hour away and a long distance phone call away. For some rural households, a second vehicle or a pickup truck that they rely on to carry wood and water, and it's so essentially to their survival, can make them ineligible because of an outdated resources limit. Still, others are penalized for living with relatives, because of the household definition that remains a problem in spite of some of the positive changes in the McKinney Act. Some are just not capable of negotiating the bureaucratic maze of paperwork.

I do think pride does play a role in discouraging participation. However, for some it was not the issue that kept them from applying in the first place. It was the system they encountered at the food stamp office after they walked in that became the problem.

The invasion of privacy, the number of forms, sometimes the degrading treatment people received, excessive delays, these led to a choice of nonparticipation.

I remember talking to a senior citizen who was not too proud to receive elderly meals or SSI or energy assistance, but she—I asked her why not food stamps? And she said she went to apply and after trying to negotiate a very confusing form of 18 pages, she had to sign two very severely worded fraud forms saying if you made any mistakes, you could be fined, imprisoned or both. She said, "I didn't want to feel like a criminal."

I think the overemphasis on fraud and abuse in the Food Stamp Program has taken its toll on people wanting to be associated with the program. I think a policy about Federal error rates, where we've sanctioned States for errors that cost us money—but we ignore errors that deny people benefits—have also been a real problem.

A county worker told me it's led to the motto in their office of "When in doubt, deny." And I encourage you to take a look at that Federal policy.

I think there are people, we probably all know them, that their pride keeps them from applying for food stamps in the first place. And I've had people tell me, "I'd rather die," or "I'd rather shoplift," or "I'd rather poach than go on food stamps."

But what fosters such attitudes and how can we get that to change so families can get the food they need to live? In Missouri, "Kit" Bond shared with you our public/private partnership to try and increase participation in the Food Stamp Program.

One of our goals is to get a new message out about food stamps. We want eligible people to apply and get food stamps and not feel bad about it. And we want the rest of America to be proud that we have such a program in this country to fight hunger. Our theme is "Stamp out Hunger with Food Stamps" and a line from our theme song goes: "when some of us are hungry, then none of us are strong for long."

The **Chairman**. Let me go to the line in your testimony about "When in doubt, deny." It was my concern over the past several years that we kept making these changes in the food stamp regulations on the idea that we're going to show how tough we are on fraud. We're not going to have all those people buying their Cadillacs with food stamps.

It was my impression that a lot of these changes did nothing to stop fraud, but, rather, increased enormously the bureaucracy, and the complexity. They had the effect, whether intended or not by some of the sponsors of the changes, to actually cut off benefits and, at the same time, to increase the cost of the bureaucracy. Was that your experience too?

Ms. **Barwinski**. Oh, absolutely, and I think some of us, unfortunately, become cynical enough to think that was even the purpose. A GAO study that was released——

The **Chairman**. Well, don't feel cynical at all. I think that very definitely was the purpose of some of the people who supported those changes.

Ms. **Barwinski**. I would encourage you to apply for food stamps in your own State to see the hoops that people have to jump through, not only to apply for food stamps, but to stay on food stamps.

We have a monthly report form that we had analyzed that people have to fill in every month to stay on. And the reading level was a post high school reading level.

And we had thousands of cases who were kicked off the food stamp rolls just because they failed to fill out that form, not because they weren't eligible.

So, I think this is a very important aspect for your committee to take a look at.

The **Chairman**. You talk about us actually going on food stamps for a month. And I agree with you, those of us who have to oversee these programs might find that a remarkable situation.

But isn't it true—even if we went on food stamps for a month, that wouldn't give us the full understanding of what is going on?

If you're somebody who is on food stamps, you usually start off the beginning of the month with an absolutely empty cupboard, if you have a cupboard.

Ms. **Barwinski**. Right.

The **Chairman**. You don't have, I would imagine, things that your home or my home would have, at least some of the basic staples and commodities. You also may not have any place to prepare your food.

I talked with a welfare mother who was unable to get food stamps because she's being moved from welfare hotel to welfare hotel, and she doesn't have an address because it changes all of the time.

It becomes a catch-22. One of the reasons she's being moved all the time is that she can't support herself in a residence. If she can't do that, she can't get the food stamps. If she can't get the food stamps, et cetera.

But also, even if she got them, how does she cook the rice or meat, fish or anything else she might get with food stamps if she is living in a welfare hotel with no kitchen? I think that's one of the points that should be emphasized.

Again, it is so difficult from those safely ensconced in middle America to consider just how this might happen.

I take it from your testimony that to the extent that we've been able to distribute TEFAP commodities that its been an unqualified success. Is that correct?

Ms. **Barwinski**. I think it has helped those people whose food stamps don't last the month and also those people who do not apply for food stamps. In my role as the Food Stamp Outreach person, I am trying to help them get on the rolls.

TEFAP is a program that many people can access easier than food stamps, because we haven't built that bureaucratic maze around it. So, many families rely on TEFAP heavily.

I would like to take some of those things we've learned from TEFAP about keeping the paperwork down and apply it to the Food Stamp Program so that we can get those people on the food stamp rolls for greater benefits and then increase the food stamp allotment so that they don't run out and end up having to stand in line.

But certainly the TEFAP Program has been a tremendous help. There was $900 million worth of food distributed in 1987 and that's $900 million that we're not going to have next year and it's really scary when we talk about hunger.

The **Chairman**. Then you're advocating the radical idea of actually spending the money and getting food to hungry people?

Ms. **Barwinski**. Oh, is that radical? Yes, I am, sir.

The **Chairman**. You would think, in the climate in Washington today, that would be welcomed rather than shunned.

I should point out, though—in my criticisms of some of the administration's attitudes toward these feeding programs—that the diminishing of TEFAP commodities really doesn't fall into this category of constantly cutting down food stamp benefits or pieces of the bureaucracy.

It's just that we're running out of those commodities and, if anything, it's going to be the duty of this committee, and others, to find some ways to increase those TEFAP commodities.

I yield to Senator Harkin.

Senator **Harkin**. Thank you, Mr. Chairman. I want to thank you for your very fine testimony and slide show. You had some recommendations at the end of your testimony.

I want to focus on one, on the Food Stamp Program, to eliminate the household composition rule, including prohibitions against families who extend limited resources by purchasing and preparing food together.

I remember when that came about. I was in the House of Representatives when that provision was put in there. I thought it was kind of goofy at that time and I still think it's goofy, especially now that I have seen people through real charitable acts take people into their homes.

Single parents bring in a brother, sister, nephews, nieces, that kind of thing and try to be charitable. They also try to stretch their dollars and then find out that because of this rule, they have become ineligible.

I sense that you feel strongly that ought to be changed.

Ms. **Barwinski**. I do, we put people in just unconscionable positions. Especially with the rise of homelessness or the threat of homelessness. Families are doubling and tripling up together, And what we're saying is that a woman and—even her minor children—you know, Stewart McKinney—it was good, but it didn't resolve all the problems.

If they move in with grandma, and they function as a family unit and break bread together—if they go apply for food stamps, that makes them ineligible, and a lot of times, frankly, some people apply any way and they don't acknowledge that they purchase and prepare together and then they're called fraudulent.

I question why we would set up a test that would make it illegal for grandmother to eat with her grandchildren.

So, I appreciate that this is a concern of yours too and I think it would be simple thing to change, but something that would actually make caseworkers' lives easier too, because now they feel like they have to be a detective, "Are these purchasing and preparing separately or not?"

Senator **Harkin**. I remember when we went through this debate several years ago. And the big thing was, well, you know, if they live together they don't need to buy as much food because they prepare larger meals and they save money. I didn't understand it then and I still don't.

I think the time has come to get that restriction out of there, get it out as soon as possible. Thank you very much, Mr. Chairman.

Ms. **Barwinski**. I just want to reemphasize too Senator Leahy's point about the inadequacy of benefits. When they run out two-thirds into the month, that's by program design.

I think a lot of people think it's because people can't stretch their food dollar enough. But by program design it's running out and I think it's time that we look at that design and strengthen benefits so that it really can feed families.

The **Chairman**. Senator Conrad.

Senator **Conrad**. Mr. Chairman, I can't help but note the irony of what's happening here. We are cutting back vast acreage in this country through the Conservation Reserve Program and the Acreage Reduction Program. We're doing that in order to save the Federal Government money.

And the Federal Government will save money, because planting those acres would have required the Federal Government to spend an enormous amount to fill in the gap between the cost of production and the market price, all because of the price cutting we have done in order to be more competitive on only the part of our production that goes into the world market.

As a result, in a perverse way, more people will be hungry in this country. It's staggering to me the lack of logic that is at the base of the agricultural policy of this country.

The final irony is that farmers have been hurt and more people are hungry, at the very time we're idling vast amounts of acreage in order to save the Federal Government money.

Somehow, we have to construct a more rational agricultural policy. I hope in the days ahead that we will join in an effort, not only in this country, but with the other major agricultural producers in the world to end this policy which is irrational and, at its base, immoral.

I want to thank Ms. Barwinski for a powerful slide presentation. Those faces will stick in my mind for a long time.

Ms. **Barwinski**. I appreciate any efforts the committee can make to move this important issue forward this year. It's an issue that we don't have time to wait on.

The dollars we spend now to eliminate hunger are dollars we are going to save down the road in terms of other social problems.

So, I thank you for your attention and I do hope you review some of the recommendations and you'll be getting recommendations about other food programs as well.

I wanted to focus on food stamps, because I'm convinced that it is our first line of defense against hunger and we need to strengthen it. But it's not the only line of defense. Thank you.

The **Chairman**. Ms. Barwinski, I want to thank you very much and to echo what Senator Conrad said. The slide show was a most impressive one.

I often joke that if I did what I wanted to do, I would be a photographer. I spend a lot of time taking photos. I have done photography of the hungry and the Third World nations. I've done it for a number of newspapers and magazines in this country; and while the ethnic backgrounds were different, I saw the same faces.

Ms. **Barwinski**. Yes.

The **Chairman**. In your slide show, especially those of the rural poor, I think that's something we have to remember. We may look with condescending smugness at other parts of the world, at their inability to handle hunger. That smugness and that condescension disappears when you just walk around any part of this country. You, or I, could go there and within a short time, whether we would ever have been there before or not, find deep pockets of hunger.

You could easily do this in rural America. You might have to look a little bit longer only because the people are spread further apart.

But we would find it, and we would find it in a disproportionately larger amount. So, thank you very very much for testifying.

Ms. BARWINSKI. I would like to acknowledge that the slides were a courtesy of the Food and Research Action Center. Thank you very much.

[The prepared statement of Ms. Barwinski follows:]

Lutheran Family and Children's Services

Missouri Association for Social Welfare

TESTIMONY OF SARA L. BARWINSKI, A.C.S.W.
Before
THE SENATE COMMITTEE
on
AGRICULTURE, NUTRITION AND FORESTRY
on
HUNGER IN AMERICA AND FOOD ASSISTANCE PROGRAMS

MARCH 1, 1988

Good Morning. I am grateful for this opportunity to share with you my deep concern about the **urgency** of the hunger problem in this country. Senator Leahy and the slide show have done an excellent job in capturing some of the faces of hunger in America. These faces -- real people -- must be constantly before us in our discussions today, and in your deliberations in the days to come.

It has been said that hunger in America has reached epidemic proportions -- with 20 million Americans at risk. My work as a social worker and as a researcher confirms that assessment. Every day, I see the impacts of hunger and poverty in our heartland.

However, I have also witnessed a national reluctance to aggressively respond to this problem like we would other major health crises. Certainly, the churches and social service community have done an incredible job in responding to the growing need for emergency food. But as a representative of that sector, I must submit for the record that we are not able to meet the need, nor are we capable of preventing the problem -- our response is one after the fact.

I believe part of the reluctance to face the issue of hunger in America head on is that we know it is a problem that should not exist. People should not go without food in a land of plenty. This fact can motivate us to apply our resources to eliminate the problem. But too often, the shame and embarrassment of this domestic issue leads us to deny its existence instead.

Our denial of this problem can be aided by the fact that the disease infecting our country is one of chronic, silent, undernutrition. Hunger's many victims are not visibly dying of starvation in the streets. Instead, America's casualties are slowly drained of their health, vitality, and potential by this great killer. And the rest of us look on, often failing to recognize the symptoms.

We fail to see that the rapid decline in the health of the senior citizen next door is due to the fact that her scant resources are used up trying to buy medicine, which means she hasn't been eating properly. A physician shared with me upon hospitalizing such a woman, "If only I had known. I would have prescribed food first. It's what she needed most to stay healthy."

We fail to see that the elderly are not the only Americans not putting food first in their household budgets. With high shelter and utility costs and cuts in Federal subsidies, it is food that is the "easiest" to sacrifice. The intolerable rise in the number of homeless citizens points to an even greater increase in hunger. Long before homelessness occurs, families go hungry as they struggle to keep a roof over their heads.

We fail to see that the child we have labled as "slow" in school and a "behavior problem," is inadequately nourished. In researching the report: *HUNGER IN MISSOURI*, a school counselor told me, "I can't believe the difference since we began the school breakfast program. We hadn't realized how many kids came to school unable to learn because they were hungry."

We fail to see hunger in America can even take the shape of obesity. When the dollars run short, people fill up on cheap, starchy foods that can't nourish their bodies adequately. The front page of the St. Louis Post Dispatch featured a picture of people standing in line for commodity cheese. Several irate citizens wrote to the paper complaining that "the people in line are not hungry, they are fat!" ...an observation betraying our ignorance.

Often, our images of poverty and hunger are shaped by the urban experience. As Sen. Leahy pointed out, our rural families run an even highter risk of living in poverty. The casualties of the Farm Crisis constitute a new rural poor. I am always struck by the irony of seeing farmers stand in line to receive the commodity foods they helped to produce. The serve as a powerful symbol that something has gone wrong in our system.

George is a 58 year old Missouri farmer who lost the farm that had been in his family for generations. When George tells his story his sadness turns to anger when he talks about Food Stamps:

> "I've only been off the farm twice. Once to serve my country in World War II, and now that I've been foreclosed on. When I was struggling to save the farm I went on Food Stamps. I figured I had served my country and paid my taxes. We got Food Stamps and they helped. But after I lost the farm, lost the homestead, we had to take a small apartment in town. We had to put all our lifelong personal items in storage. When we were hurting most, they cut us off of Food Stamps. They said since I didn't have a crop in the field, my equipment and land was an "available resource" -- they even made us sell our personal possessions. It was like getting kicked in the teeth!"

Of course "George" is just the newest face to join the ranks of the rural poor during the Farm Crisis. In the past the "traditional" rural poor could turn to "the Georges" for help. But now that family farms and related businesses in rural communities are failing, whole communities are devestated. Where do they go for help now?

A Food Bank in Missouri tried to publicize a directory of places people could go to find assistance in a 27 county rural area. In county after county, churches and ministerial alliances asked not to be listed as a resource. They had small pantries, but felt they could not meet the needs within their own parishes, and did not want to be inundated with requests they could not fill.

Where do people turn for help? Food Stamps -- America's Basic Safety Net Program -- should be the logical first step. However, in examining participation rates, we find that an ever decreasing number of people in poverty are utilizing food stamps. In Missouri, only about half of those in poverty receive food stamps. In many rural counties, the participation rate is between 15 to 30% of those in poverty.

Why? Why is participation so low when need is so great? When I first began investigating this issue four years ago, the favorite answer people gave me was PRIDE. Pride kept people from using the food stamp program. And by reducing the problem of barriers to participation to a single word -- PRIDE -- we could also dismiss the problem. After all, if people are too proud to apply (and the implication was, of course, virtuous people should be too proud to apply) then, what could we really do about it?

A closer look, however, reveals a myriad of other barriers that can and must be addressed. It many instances, potential eligibles are unaware that they can receive benefits, or they don't know how to get them. For some, transportation is an issue. County offices are sometimes an hour and a long distance phone call away. For some rural households, the second vehicle or pick-up truck that is essential to their survival makes them ineligible, due to an outdated resources limit. Others are penalized for living with relatives because of the household definition that remains a problem in spite of changes in the McKinney Act. Some are just not capable of negotiating the bureaucratic maze of paperwork.

Pride does play a role in discouraging participation. However, for many it was not an issue that kept them from applying in the first place. It was the system they encountered at the food stamp office -- the invasion of privacy, the myriad of complicated forms, sometimes degrading treatment by caseworkers, excessive delays -- a whole host of barriers which led to a decision of non-participation.

I interviewed a senior citizen at a congregate meal site. She received SSI, energy assistance, and did not hesitate to take advantage of free prescriptions available in her community. I asked her why she wasn't participating in the food stamp program. She explained that she had applied, but became very anxious and confused when filling out the 18 page application. Then she had to sign several severely worded fraud forms that scared here into thinking she would be fined or imprisoned if she had made a mistake. "I didn't want to feel like a criminal," she said.

The over-emphasis on fraud and abuse in the food stamp program has also led to the problem of caseworker errors that hurt clients. A county program director shared that because of Federal Sanctions for errors, the motto in the office had become: "When in doubt, DENY." Workers are not penalized for errors that deny or reduce or delay benefits. You are no doubt aware of the GAO Study that revealed shockingly high errors that aggravate hunger but are encouraged by current Federal policies.

Certainly, there are also many people whose pride keeps them from applying for food stamps in the first place. I've heard people say, "I'd rather poach...or shoplift...or starve ....or die...before going on food stamps!"

But what fosters such attitudes and what can we do to change them so families get the food they need to live? In Missouri, The Department of Social Services became concerned about hunger and low participation in the food stamp program, so they established the public/private Food Stamp Outreach Task Force, of which I serve as a co-chair.

One of the goals in to encourage a new message about Food Stamps. We want eligible people to receive without feeling guilty, and for the rest of America to be proud that such a program exists in our country. The theme is, "STAMP OUT HUNGER WITH FOOD STAMPS" and a line from our theme song goes: "when some of us are hungry, then none of us are strong for long."

For years, the leadership in Washington has helped perpetuate myths and stereotypes regarding food stamp recipients, and the stigma of participation. We need your help to change public opinion. We also need your help in backing up our words by designing a system that is not punitive to those in need.

The Food Stamp Program is a success, but it needs to be strengthened. Currently, by program design, food stamps run out 2/3 of the way into the month. I will never forget the story of Nettie, a food stamp recipient I interviewed for the Hunger Study. She shared that while she tried to stretch her food stamps to make them last the whole month, sometimes there just wasn't enough. I asked her what she did run out and if the children ever went hungry? She became somewhat defensive and replied: "My kids never go to bed hungry! I'm a good mother." She showed me a bag of commodity flour on a shelf. "See that? I always keep some on hand. If nothing else, I mix it with water and fry it up, and the kids eat that to fill them up before bed." I reassured Nettie that, of course, she was a good mother. It is a tragedy that children in our country are growing up on fried paste.

A Community Action Agency Director heard Nettie's story and wryly observed to me last week, "At least Nettie will have her bag of flour -- too bad about the milk and cheese" ...referring, of course, to anticipated cuts in commodities.

I would now like to direct your attention to the recommendations on the following page. In the long run, economic development which leads to opportunities for adequate income must be sought. Today, however, we must act to stop the further spread of the epidemic. I urge you to consider the recommendations which follow. I have focused only on food stamps because **the Food Stamp Program is this nation's first line of defense against hunger.** Others today will share important suggestions on other Food Programs.

RECOMMENDATIONS

1. **Strengthen the Food Stamp Program**
   - increase benefits to reflect the reality of family nutritional and economic needs
   - increase or remove the cap on shelter expense deductions
   - eliminate the household composition rule, including prohibition against families who extend limited resources by purchasing and preparing food together
   - revise resource limits, including provisions that make farmers in crisis ineligilbe --and-- update limitations on motor vehicle values

2. **Remove Barriers to Food Stamp Participation**
   - restore mandate and funding for outreach
   - allow administrative reimbursement for satellite offices, toll free numbers, and other activities that would improve participation in rural areas
   - revise error rate policy
   - help reduce bureaucracy and burdensome paperwork
   - provide leadership in improving the image of Food Stamps to the general public

In conclusion, I know these recommendations require a monetary investment at a time when you have to deal with harsh fiscal realities. However, I can think of no dollar better spent than one invested in an adequate nutritional floor for every American. We will reap the dividends for every dollar wisely invested. We will pay more to combat the problems that will arise if we do not begin --**this year**-- to eliminate hunger in our land.

Thank you for this opportunity. *I would be happy to answer any questions.*

The **Chairman**. Thank you very much. We have Senator Metzenbaum and Senator Heinz, who are here to introduce panels. I wonder if Senator Heinz and Senator Metzenbaum could come forward with their panels. I know you have to go to other committee meetings.

Senator **Metzenbaum**. I think that Senator Heinz has to get away, so we have agreed that he would make just a brief statement.

The **Chairman**. Fine. Senator Heinz, we have discussed a number of these issues on the floor and I know of your strong and continuing concern.

STATEMENT OF HON. JOHN HEINZ, A U.S. SENATOR FROM PENNSYLVANIA

Senator **Heinz**. Mr. Chairman, let me express my gratitude to Senator Metzenbaum, who should be speaking to you right now, he should be introducing his panel from Ohio; and, because we have a banking markup eminently he has, with his usual graciousness and kindness to me, agreed that I might make a few remarks by way of introducing the panel from my home State of Pennsylvania that you'll be hearing from later.

I must say, Mr. Chairman, I am very grateful to you and the members of this committee, Senator Lugar, for this opportunity to testify on my bill, S. 1483, which is my legislation to provide commodities to food banks and to make some remarks on the future of the Temporary Emergency Food Assistance Program.

As you have remarked, Mr. Chairman, we have discussed this on the floor. And last year, during that discussion, I was joined by Senators Hollings, DeConcini, Mikulski, and Bond in supporting efforts to provide greater varieties of commodities to food banks; and, most importantly, the network of emergency feeding organizations which they serve. For too long, commodity programs have failed to fully utilize the services, which those who are poor and hungry are most likely to use—food pantries and soup kitchens and the food banks which supply them.

While the level of surplus has declined, I think we should be very wary indeed of any proposal to end commodity distribution. Instead, we should see the decline in stocks, which is a clear reality and the reauthorization of TEFAP, as an opportunity to target the hungry for improved commodity assistance.

There will only be some 245 million pounds of cheese available for TEFAP this year, and that amount will run out fairly soon. But, at the same time, another 60 million pounds of cheese will be exported under the CCC Sales Program and Export Incentive Program mandated by the Food Security Act of 1985. Nine million pounds, additionally, will be sent overseas under section 416[b]. If we are serious about helping our own hungry and homeless, Mr. Chairman, we will stop sending millions of pounds of commodities overseas, as the 1985 farm bill requires us to, and we will redirect those commodities to the TEFAP Program, and to food banks here in the United States to help hungry Americans first.

There will continue to be some surplus commodities. Certainly, there will be enough to continue smaller scale TEFAP distribution, if not the large mass distributions of the past. Rather than eliminate the program, as some would do, I propose that we alter its mission. For too long, TEFAP has emphasized mass distribution, and has never explicitly sought to provide support to the ongoing feeding programs carried out by food banks, by soup kitchens, and emergency feeding organizations.

Now, with the limited supply of commodities available, we should direct food stuffs into the food bank systems for use in the ongoing operations of those kinds of enterprises I mentioned—food pantries, soup kitchens, and shelters. If sufficient commodity foods were available for mass distribution, such should be carried out. But under existing strengths, however, the priority of any new TEFAP, however, should be to support ongoing food distribution systems as the primary providers of USDA commodities to the hungry. In this way, federally donated commodities could be combined with other food stuffs as part of the ongoing emergency food distributions around this Nation.

In addition, as proposed in S. 1483, those section 32 commodities, which are available for distribution, and of such size and quantity to be of use to food banks, should be distributed to needy individuals and families through community food banks. In this way, Mr. Chairman, additional foods would reach the poor without harming entitlement commodity distribution.

In order to properly help the poor, a reauthorized TEFAP should recognize the emergency feeding organizations already have their own eligibility and verification standards which assure that commodities go to the low-income community.

Mr. Chairman, I would ask unanimous consent to place the rest of my statement in the record at this point.

The CHAIRMAN. Without objection, the statement of Senator Heinz will be placed in the record in its entirety at this point.

[The prepared statement of Senator Heinz follows:]

TESTIMONY OF SENATOR JOHN HEINZ
FOOD ASSISTANCE FOR THE HUNGRY
MARCH 1, 1988

MR. CHAIRMAN, I AM VERY GRATEFUL TO YOU AND TO SENATOR LUGAR FOR THIS OPPORTUNITY TO TESTIFY ON BOTH S. 1483, MY LEGISLATION TO PROVIDE COMMODITIES TO FOOD BANKS, AND ON THE FUTURE OF THE TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM.

LAST YEAR I WAS JOINED BY SENATOR HOLLINGS, SENATOR DECONCINI, SENATOR MIKULSKI, AND SENATOR BOND IN SUPPORTING EFFORTS TO PROVIDE GREATER NUMBERS AND VARIETIES OF COMMODITIES TO FOOD BANKS, AND THE NETWORK OF EMERGENCY FEEDING ORGANIZATIONS WHICH THEY SERVE. FOR TOO LONG, COMMODITY PROGRAMS HAVE FAILED TO FULLY UTILIZE THE SERVICES WHICH THOSE WHO ARE POOR AND HUNGRY ARE MOST LIKELY TO USE -- FOOD PANTRIES AND SOUP KITCHENS, AND THE FOOD BANKS WHICH SUPPLY THEM.

WHILE THE LEVEL OF SURPLUS HAS DECLINED, WE SHOULD BE VERY WARY OF ANY PROPOSAL TO END COMMODITY DISTRIBUTION. INSTEAD, WE SHOULD SEE THE DECLINE IN STOCKS, AND THE REAUTHORIZATION OF TEFAP, AS AN OPPORTUNITY TO TARGET THE HUNGRY FOR IMPROVED COMMODITY ASSISTANCE.

THERE WILL BE ONLY 245 MILLION POUNDS OF CHEESE AVAILABLE FOR TEFAP THIS YEAR, AND THAT AMOUNT WILL RUN OUT FAIRLY SOON. BUT, AT THE SAME TIME, ANOTHER 60 MILLION POUNDS OF CHEESE WILL BE EXPORTED UNDER THE CCC SALES PROGRAM AND EXPORT INCENTIVE PROGRAM MANDATED BY THE 1985 FARM BILL. 9 MILLION POUNDS WILL BE SENT OVERSEAS UNDER SECTION 416(B). IF WE ARE SERIOUS ABOUT HELPING THE HUNGRY AND HOMELESS, MR. CHAIRMAN, WE WILL STOP SENDING MILLIONS OF POUNDS OF COMMODITIES OVERSEAS, AS THE 1985 FARM BILL REQUIRES US TO, AND REDIRECT THOSE COMMODITIES TO THE TEFAP PROGRAM, AND TO FOOD BANKS, HERE AT HOME.

THERE WILL CONTINUE TO BE SOME SURPLUS COMMODITIES. CERTAINLY THERE WILL BE ENOUGH TO CONTINUE SMALLER-SCALE TEFAP DISTRIBUTION, IF NOT THE LARGE, MASS-DISTRIBUTIONS OF THE PAST. RATHER THAN ELIMINATE THE PROGRAM I WOULD PROPOSE THAT WE ALTER ITS MISSION. FOR TOO LONG, TEFAP HAS EMPHASIZED MASS DISTRIBUTION, AND HAS NEVER EXPLICITY SOUGHT TO PROVIDE SUPPORT TO THE ONGOING FEEDING PROGRAMS CARRIED OUT BY FOOD BANKS, BY SOUP KITCHENS, AND EMERGENCY FEEDING ORGANIZATIONS.

NOW, WITH THE LIMITED SUPPLY OF COMMODITIES AVAILABLE, WE SHOULD DIRECT FOOD STUFFS INTO THE FOOD BANK SYSTEMS FOR USE IN THE ONGOING OPERATIONS OF FOOD PANTRIES, SOUP KITCHENS, AND SHELTERS. IF SUFFICIENT FOOD STUFFS WERE AVAILABLE FOR MASS DISTRIBUTION, SUCH SHOULD BE CARRIED OUT. THE PRIORITY OF ANY NEW TEFAP, HOWEVER, SHOULD BE TO SUPPORT ONGOING FOOD

DISTRIBUTIONS SYSTEMS AS THE PRIMARY PROVIDERS OF USDA COMMODITIES TO THE HUNGRY. IN THIS WAY, FEDERALLY-DONATED COMMODITIES COULD BE COMBINED WITH OTHER FOOD STUFFS AS PART OF THE ONGONG EMERGENCY FOOD DISTRIBUTIONS AROUND THIS NATION.

IN ADDITION, AS PROPOSED IN S. 1483, THOSE SECTION 32 COMMODITIES WHICH ARE AVAILABLE FOR DISTRIBUTION, AND OF SUCH SIZE AND QUANTITY TO BE OF USE TO FOOD BANKS, SHOULD BE DISTRIBUTED TO NEEDY INDIVIDUALS AND FAMILIES THROUGH COMMUNITY FOOD BANKS. IN THIS WAY, ADDITIONAL FOODS WOULD REACH THE POOR WITHOUT HARMING ENTITLEMENT COMMODITY DISTRIBUTION.

IN ORDER TO PROPERLY HELP THE POOR, A REAUTHORIZED TEFAP SHOULD RECOGNIZE THAT EMERGENCY FEEDING ORGANIZATIONS ALREADY HAVE THEIR OWN ELIGIBILITY AND VERFICATION STANDARDS WHICH ASSURE THAT COMMODITIES GO TO THE LOW-INCOME COMMUNITY. A SYSTEM SIMILAR TO THAT USED IN THE FEMA EMERGENCY FOOD AND SHELTER PROGRAM IS PREFERABLE TO THE PRESENT ELIGIBILITY AND DOCUMENTATION REQUIREMENTS OF THE PROGRAM. UNDER THE FEMA PROGRAM, FOOD BANKS ONLY PROVIDE COMMODITIES TO AGENCIES WHICH ARE EMERGENCY IN NATURE, AND NOT TO OTHER OUTLETS.

THE REIMBURSEMENT SYSTEM, PRESENTLY FUNDED AT $50 MILLION, HAS BUILT AN IMPRESSIVE COALITION OF LOCAL GOVERNMENT AND LOCAL SERVICE PROVIDERS. ELIMINATION OF REIMBURSEMENTS FOR TEFAP STORAGE AND ADMINISTRATIVE COSTS, AS PROPOSED BY THE ADMINISTRATION, MAY HELP TO DISMANTLE A SYSTEM THAT DESERVES TO

CONTINUE. I WOULD SIMPLY URGE THE COMMITTEE TO ALLOW REIMBURSEMENT OF ANY PARTICIPATING FOOD BANK, IN ADDITION TO THOSE CURRENTLY ELIGIBLE FOR TEFAP FUNDS, FOR ADMINISTRATIVE AND STORAGE COSTS.

I AM PLEASED TO BE JOINED TODAY BY JANET NEY OF THE PENNSYLVANIA ASSOCIATION OF REGIONAL FOOD BANKS, AND JAMES STEPHENSON OF THE PENNSYLVANIA COALITION ON FOOD AND NUTRITION. THEY HAVE WORKED TIRELESSLY ON BEHALF OF PENNSYLVANIA'S POORER CITIZENS, AND THEY WILL PROVIDE THE COMMITTEE WITH FURTHER DETAIL ON OUR PROPOSAL TO REDIRECT SURPLUS COMMODITIES TO THOSE WHO ARE MOST IN NEED.

IN CONCLUSION, MR. CHAIRMAN, I URGE THE COMMITTEE TO REAUTHORIZE TEFAP. THE NEW PROGRAM, HOWEVER, SHOULD FOCUS FAR LESS ON RIDDING THE NATION OF SURPLUS FOOD, AND FAR MORE ON RIDDING US OF THE TRAGEDY OF HUNGER AMONG OUR FAMILIES. THIS CAN ONLY BE DONE FULLY IF WE TARGET AVAILABLE COMMODITIES TO THOSE WHO TRULY SERVE THE HUNGRY EVERY DAY -- FOOD BANKS AND THEIR NETWORK OF FEEDING ORGANIZATIONS. INCLUDING S. 1483 IN A NEW TEFAP PROGRAM WILL, AT RELATIVELY LITTLE COST, PROVIDE TREMENDOUS HELP TO THOSE IN NEED.

THANK YOU, MR. CHAIRMAN.

Senator HEINZ. I just want to say in conclusion I am very pleased, Mr. Chairman, that the committee has invited and has allowed me to be joined today by Janet Ney, who you will hear from. She is of the Pennsylvania Association for Regional Food Banks, and James Stephenson of the Pennsylvania Coalition on Food and Nutrition.

They have really worked tirelessly on behalf of Pennsylvania's poor citizens and they will provide the committee with further detail on our proposal to redirect surplus commodities to those who are most in need.

Mr. Chairman, I thank the committee and its members. I thank you and most of all I thank Senator Metzenbaum for his usually unfailing courtesy. And, Senator Metzenbaum, thank you very much.

The CHAIRMAN. Thank you, Senator Heinz, I appreciate your being here. As Senator Lugar and I have emphasized, and as you have by being here, hunger in America should not be either a Republican or Democratic issue.

It goes way beyond a political issue. And in my estimation hunger in America becomes a moral issue for the wealthiest and most powerful nation in the world.

Billions of dollars are being spent just to store surplus food, much of which will never be used by anybody. In that there is a moral question; and it becomes truly immoral to have hungry people in this country.

That is an issue all of us can, and must, address in the Senate.

I said earlier today that not one of us ever goes hungry except by choice; and that's a wonderful and comforting position to be in. But it's not a position that many Americans, tens of millions of Americans are in. That is something that we can change.

Thank you very much for being here, and I look forward to hearing from Ms. Ney and Mr. Stephenson.

Senator Metzenbaum, thank you very much for being here and thank you for making it possible for Senator Heinz to go to his markup. I know you also have a committee meeting and I know you want to introduce two people from Ohio. I will yield to you, sir.

STATEMENT OF HON. HOWARD M. METZENBAUM, A U.S. SENATOR FROM OHIO

Senator METZENBAUM. Thank you very much, Senator Leahy and Senator Harkin.

I wanted to say, as I was sitting here, I was thinking to myself that the farmers of this country and the hungry of this country can sleep a little bit better every night knowing that you, and Senator Harkin as well, are providing the leadership and have evidenced the concern that the farmers will be able to sell their products and to dispose of their products in a meaningful way and that the hungry in America will be provided for.

I think both of you do a salutary job and I consider it a privilege to be here this morning testifying before you.

I'm very pleased that you are holding this hearing. I am glad to know that there is such deep concern for the TEFAP Program among my colleagues here in the Senate. I also want to thank you for having Matt Habash and Tom McDonough here. Both these men——

The **Chairman**. I wonder, Senator Metzenbaum, if we might just ask them to step up here and join you at the table. I might say to both Mr. Habash and Mr. McDonough, you're joining a Senator who has tirelessly, supported fearlessly and endlessly, programs to help feed the hungry in this country.

If we could have that same attitude throughout the Congress, there would be a lot less hungry people in this Nation.

Senator **Metzenbaum**. Thank you very much, Mr. Chairman.

These men have both been key moving forces in the effort to provide food for the hungry in Ohio. Matt is the executive director of the Mid-Ohio Food Bank and oversees hundreds of food distribution centers providing nutrition for thousands of needy Ohioans. Tom, from the Greater Cleveland Community Food Bank has helped people at over 100 centers in the Cleveland area alone. I am glad that they are here to give a firsthand account of the importance and impact of our hunger relief efforts at the grassroots level in my State.

Mr. Chairman, Senator Harkin, we are here to talk about hunger in America. It may not be the most popular political issue of the day, or the hottest topic among newspaper columnists, anymore—but it exists, Mr. Chairman. In every State, every city, every community—some Americans have no choice but to go hungry. How absurd that is.

We live in the richest nation on Earth, with a seemingly endless ability to grow a tremendous variety of crops. America boasts the most skilled, hardest working farmers in the world.

However, our government is paying farmers billions of dollars a year not to farm, while millions of American children go to bed hungry every night. That makes no sense.

I'm the grandfather of six little children. And when I stop to think that there are other little children that are going to bed without having any food to put in their stomach and maybe haven't had much of anything all day long, and I live in the richest country in the world, it's just unbelievable.

Something is wrong and I wonder what's wrong with us in government that we let that happen.

I've always felt that there's a way to use our agricultural abundance to meet the nutritional needs of these kids and their families. And that, Mr. Chairman, is why we have the Temporary Emergency Food Assistance Program, quite a mouthful, TEFAP. It has been the lifeline for millions of Americans, providing butter, flour, nonfat dried milk, cornmeal, rice and other important commodities to some 15 million Americans each month. In my State of Ohio, TEFAP has helped provide for the fundamental nutritional needs of some 800,000 people.

This past weekend, I toured the Cleveland Food Bank with Tom McDonough. Their program works well—very well. I was impressed. It reaches our neighbors in need. But they told me some disturbing news. They told me that as of April 1, honey and rice will no longer be available to them.

By May 1, they'll receive no more milk or cheese.

These are not luxury items, Mr. Chairman. These commodities help Cleveland area families make it month by month. The food will soon be gone, but the hunger will remain.

Last year, I visited the Linden Community Center in Columbus, also a distribution site for TEFAP commodities, where I saw this great program in action. I saw the government helping care for needy Americans and a strong network of people caring for people. I was glad to see a Federal program that so effectively helped alleviate hunger in this country—and in the Columbus community. I'm frank to say it made me proud.

Now, all that may be changing. And it makes me angry. TEFAP commodities are running out—only half as many people will be served by TEFAP this year. I remember early last year, when we heard that the administration wanted to take money from TEFAP to pay for upper level pay raises in the U.S. Department of Agriculture. We fought that proposal, and we won. Now, it's time to fight again to save this program.

Mr. Chairman, we cannot let TEFAP fall by the wayside. We must fight for its continued existence.

We must fight to ensure that every man, woman, and child can have a decent meal every day.

I would like to thank you, Mr. Chairman, for holding this hearing. It is an important step in our efforts to wipe out hunger in America. I look forward to hearing the ideas of those who are here, and I look forward to working with you on legislation to preserve TEFAP and provide food for millions of hungry Americans.

The CHAIRMAN. Thank you very much, Senator Metzenbaum. I appreciate your concern and I meant what I said earlier that if we could always have allies like you on these food matters, we would be a lot better off.

It is interesting when Senators raise the flag strongly for these issues of reaction. We've had more letters, I am told by staff, from Ohio on the question of TEFAP than from any State in the Union.

I see Mr. Habash and Mr. McDonough smiling. I have a feeling that they may have even inspired some of those letters.

Here is a program that takes excess commodities at a minimum of bureaucracy and gets it to the people to whom it's intended, the truly hungry and the truly needy. It's a highly successful program.

We continue to have truly hungry and truly needy persons and now we're running out of TEFAP commodities. We will work together to find a way to maintain the program.

Senator Metzenbaum, I know you have another hearing you are to attend. I thank you very much for being here and, also, thank you for touring, as you did last week, in Ohio.

I wish every Member of the Senate would go out and take the same time to do that. Most members of this committee have, and the more that do—I realize that preaching to you is preaching to the converted—but the more that do, the more converted we have. Thank you.

[The prepared statement of Senator Metzenbaum follows:]

U.S. Senator Howard M.
METZENBAUM
of Ohio

Committees
Judiciary
Labor and Human Resources
Energy and Natural Resources
Select Committee on Intelligence

Chairmanships
Subcommittee on Antitrust
Subcommittee on Labor
Subcommittee on Energy
Regulation and Conservation

TESTIMONY OF SEN. HOWARD M. METZENBAUM
SENATE AGRICULTURE COMMITTEE
MARCH 1, 1988

MR. CHAIRMAN, THANK YOU FOR HOLDING THIS HEARING. I AM GLAD TO KNOW THAT THERE IS SUCH DEEP CONCERN FOR THE TEFAP PROGRAM AMONG MY COLLEAGUES HERE IN THE SENATE. I ALSO WANT TO THANK YOU FOR HAVING MATT HABASH AND TOM McDONOUGH HERE. BOTH THESE MEN HAVE BEEN KEY MOVING FORCES IN THE EFFORT TO PROVIDE FOOD FOR THE HUNGRY IN OHIO. MATT IS THE EXECUTIVE DIRECTOR OF THE MID-OHIO FOOD BANK AND OVERSEES HUNDREDS OF FOOD DISTRIBUTION CENTERS, PROVIDING NUTRITION FOR THOUSANDS OF NEEDY OHIOANS. TOM, FROM THE GREATER CLEVELAND COMMUNITY FOOD BANK, HAS HELPED PEOPLE AT OVER 100 CENTERS IN THE CLEVELAND AREA. I AM GLAD THAT THEY ARE HERE TO GIVE A FIRSTHAND ACCOUNT OF THE IMPORTANCE AND IMPACT OF OUR HUNGER RELIEF EFFORTS AT THE GRASSROOTS LEVEL IN MY STATE.

MR. CHAIRMAN, WE ARE HERE TO TALK ABOUT HUNGER IN AMERICA. IT MAY NOT BE THE MOST POPULAR POLITICAL ISSUE OF THE DAY, OR THE HOTTEST TOPIC AMONG NEWSPAPER COLUMNISTS, ANYMORE...BUT IT EXISTS, MR. CHAIRMAN. IN EVERY STATE, EVERY CITY, EVERY COMMUNITY...SOME AMERICANS HAVE NO CHOICE BUT TO GO HUNGRY.

WE LIVE IN THE RICHEST NATION ON EARTH, WITH A SEEMINGLY ENDLESS ABILITY TO GROW A TREMENDOUS VARIETY OF CROPS. AMERICA BOASTS THE MOST SKILLED, HARDEST WORKING FARMERS IN THE WORLD.

HOWEVER, OUR GOVERNMENT IS PAYING FARMERS BILLIONS OF DOLLARS A YEAR NOT TO FARM WHILE MILLIONS OF AMERICAN CHILDREN GO TO BED HUNGRY EVERY NIGHT. THAT MAKES NO SENSE.

I'VE ALWAYS FELT THAT THERE'S A WAY TO USE OUR AGRICULTURAL ABUNDANCE TO MEET THE NUTRITIONAL NEEDS OF THOSE KIDS AND THEIR FAMILIES. AND THAT, MR. CHAIRMAN, IS WHY WE HAVE THE TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM--TEFAP. IT'S BEEN THE LIFELINE FOR MILLIONS OF AMERICANS, PROVIDING BUTTER, FLOUR, NONFAT DRIED MILK, CORNMEAL, RICE AND OTHER IMPORTANT COMMODITIES TO SOME 15 MILLION AMERICANS EACH MONTH. IN MY STATE OF OHIO, TEFAP HAS HELPED PROVIDE FOR THE FUNDAMENTAL NUTRITIONAL NEEDS OF SOME 800,000 CITIZENS.

THIS PAST WEEKEND, I TOURED THE CLEVELAND FOOD BANK WITH TOM MCDONOUGH. THEIR PROGRAM WORKS WELL--VERY WELL. IT REACHES OUR NEIGHBORS IN NEED. BUT THEY TOLD ME THAT AS OF THE FIRST OF APRIL, HONEY AND RICE WILL NO LONGER BE AVAILABLE TO THEM. BY MAY 1ST, THEY'LL RECIEVE NO MORE MILK OR CHEESE. THESE ARE NOT LUXURY ITEMS, MR. CHAIRMAN. THESE COMMODITIES HELP CLEVELAND AREA FAMILIES MAKE IT MONTH BY MONTH. THE FOOD WILL SOON BE GONE, BUT THE HUNGER WILL REMAIN.

LAST YEAR, I VISITED THE LINDEN COMMUNITY CENTER IN COLUMBUS, ALSO A DISTRIBUTION SITE FOR TEFAP COMMODITIES, WHERE I SAW THIS GREAT PROGRAM IN ACTION. I SAW THE GOVERNMENT HELPING CARE FOR NEEDY AMERICANS AND A STRONG NETWORK OF PEOPLE CARING FOR PEOPLE. I WAS GLAD TO SEE A FEDERAL PROGRAM THAT SO EFFECTIVELY HELPED ALLEVIATE HUNGER IN THIS COUNTRY---AND IN THE COLUMBUS COMMUNITY. IT MADE ME PROUD.

NOW, ALL THAT MAY BE CHANGING---AND IT MAKES ME ANGRY. TEFAP COMMODITIES ARE RUNNING OUT---ONLY HALF AS MANY PEOPLE WILL BE SERVED BY TEFAP THIS YEAR. I REMEMBER EARLY LAST YEAR WHEN WE HEARD THAT THE ADMINISTRATION WANTED TO TAKE MONEY FROM TEFAP TO PAY FOR UPPER LEVEL PAY RAISES IN USDA. WE FOUGHT THAT PROPOSAL, AND WON. NOW, IT'S TIME TO FIGHT AGAIN TO SAVE THIS PROGRAM.

MR. CHAIRMAN, WE CANNOT LET TEFAP FALL BY THE WAYSIDE. WE MUST FIGHT FOR ITS CONTINUED EXISTENCE.

WE MUST FIGHT TO ENSURE THAT EVERY MAN, WOMAN, AND CHILD CAN HAVE A DECENT MEAL EVERY DAY.

I WOULD LIKE TO THANK YOU, MR. CHAIRMAN, FOR HOLDING THIS HEARING. IT IS AN IMPORTANT STEP IN OUR EFFORTS TO WIPE OUT HUNGER IN AMERICA. I LOOK FORWARD TO HEARING THE IDEAS OF THOSE WHO ARE HERE, AND I LOOK FORWARD TO WORKING WITH YOU ON LEGISLATION TO PRESERVE TEFAP AND PROVIDE FOOD FOR MILLIONS OF HUNGRY AMERICANS.

-30-

Senator **Metzenbaum**. Thank you very much, Mr. Chairman.

The **Chairman**. Gentlemen, I'm going to turn the hearing over to Senator Harkin. I have to step out for a minute and I will hand the gavel over to him. We have been joined by Senator Boschwitz, who has also been a strong ally on these hunger issues.

Senator **Harkin** [presiding]. That you, Mr. Chairman, I want to thank Senator Metzenbaum also, not only today, but for being here all the time on these issues dealing with the little people of this country, the people that are taken advantage of, the people at the bottom of the ladder and just being perhaps one of the most decent and caring and compassionate Members of the U.S. Senate.

And those of you who are from Ohio ought to know what a national treasure Senator Howard Metzenbaum is.

Senator **Metzenbaum**. Thank you, Senator Harkin.

Senator **Boschwitz**. Am I supposed to say that, too?

Senator **Metzenbaum**. Yes, you are, Senator. In exactly those words. [Laughter.]

Senator **Boschwitz**. It is nice to have Senator Metzenbaum here. He is a caring Member of the Senate who takes a great interest in these programs and we appreciate it.

Senator **Metzenbaum**. Thank you very much, Senator.

Senator **Harkin**. I recognize Matthew Habash, executive director of the Mid-Ohio Food Bank, Columbus, Ohio. Thank you for being here. Your statement will be made a part of the record in its entirety. Could you please summarize your statement in 5 minutes?

Mr. **Habash**. Most definitely.

STATEMENT OF MATTHEW D. HABASH, EXECUTIVE DIRECTOR, MID-OHIO FOOD BANK, COLUMBUS, OH

Mr. **Habash**. I would also like to thank you for the opportunity to speak today and for holding these hearings. It's overwhelming to come and feel the strong commitment that we are hearing today to deal with the problem of hunger.

The Mid-Ohio Food Bank has been open since 1980 and serves over 300 charitable organizations in 29 counties in Ohio. The food bank helped feed over 1 million individuals by distributing 10.7 million pounds of food in 1987.

The Temporary Emergency Food Assistance Program, TEFAP, represents over half of the food the Mid-Ohio Food Bank distributed last year.

In fact, in the State of Ohio, 47 million pounds of Government commodities were distributed by the food banks.

It is about the impact of the loss of TEFAP that I am here to speak to you today.

WHAT WOULD THE LOSS OF TEFAP MEAN?

One, it would mean that 38,000 households in my 10 county TEFAP service area will lose their supplemental food. Of those 38,000 households, the two largest groups that use TEFAP are households with children and elderly households.

Two, it will mean that 7 of those 10 counties will lose their largest, and, in some of those counties, their only significant emergency feeding program.

Three, it will mean that individuals who were just getting by with TEFAP supplements will probably have to go to food pantries and soup kitchens. In Cleveland and Columbus combined, over 100,000 individuals use food pantries each month. Over half of these individuals are children.

Four, it will mean that the food pantries and soup kitchens that counted so heavily on this free food will now have to find the financial resources to replace TEFAP. This comes at a time when the number of people using emergency feeding programs is on the rise. Since 1981, Columbus food pantries have shown an increase of over 300 percent in the number of people using them on a daily basis.

Five, the loss of TEFAP will probably destroy the network of smaller food banks created to serve the rural poor. The loss of TEFAP and the accompanying financial resources will force many of these organizations to close. This will in effect, almost eliminate emergency feeding programs in many rural communities.

Six, the loss of TEFAP will reduce the emergency feeding organizations' ability to provide nutritionally balanced meals. The seven commodities distributed through TEFAP have become an integral part of emergency food baskets. The loss of these products will significantly reduce the nutritional value of the food distributed and will further place these low-income individuals at risk.

Seven, the loss of TEFAP in Ohio would be equivalent to shutting down the entire Ohio Food Bank Association system of distributing private industry surpluses.

Eight, the impact of the loss of TEFAP will be dramatic and felt immediately. Most food banks in Ohio distribute TEFAP products within 40 days. So, if cheese and nonfat dry milk shipments end in April, food banks will be out of these products by the second week of June, just in time for the school's summer break.

We must recognize that TEFAP has played an important role in meeting the emergency food needs of 15 million people each month in this country. The elimination of TEFAP will result in severe holes in the safety net. Children and elderly alike will suffer. It will be unfair, and, I submit, impossible to expect the private sector to make up for these cuts in emergency food.

In Franklin County, Ohio, we had the largest community food drive in the country. It raised over 5.2 million cans of food. To make up for the loss of TEFAP in Franklin County alone, not including our nine TEFAP rural counties, our local food drive would have to raise over 15 million cans of food. This is impossible and doesn't account for the tremendous needs in the other nine counties that we serve with TEFAP.

WHAT CAN WE DO?

One, distribute all available Government commodities, including any commodities not previously distributed. I would strongly urge you to make TEFAP an equal priority with the domestic nutrition programs using commodities.

Two, continue TEFAP funds this year and reauthorize TEFAP for next year. This would allow food banks and other emergency feeding organizations time to adjust and plan, assuming there are no more commodities. We must recognize that TEFAP has done more than reduce Government surpluses. It has helped establish an emergency feeding network. This network reaches into one of the most vulnerable areas of America, rural America. Pulling TEFAP funds will, in effect, pull the plug on our ability to reach rural America.

Three, change the funding formula from 5 percent of commodity value to an expense reimbursement one that recognizes the costs inherent in transporting and distributing commodities to where they are needed and it keeps the infrastructure in place to handle fluctuating commodity levels.

Four, strengthen the Food Stamp Program. The overwhelming reason given by people using food pantries is that their food stamps ran out. The current food stamp support levels are unrealistically low. It is impossible for a family of four to serve a nutritious dinner for less than $2. Along with increasing food stamp grant levels, nutrition education and food stamp outreach programs need to be increased and strengthened. They all go hand in hand.

Five, the minimum wage must be increased. Food pantries have seen a tremendous increase in the working poor's request for help. Supporting a family on a minimum wage job is all but impossible.

In closing, we must recognize that 15 million Americans use TEFAP each month. In 1987, TEFAP provided $900 million worth of emergency food. The pain of hunger is not going to go away because TEFAP surpluses have declined. We all know it is going to get worse. Hunger is not a political issue, but a very painful problem. We must make eliminating hunger a top priority. The sooner we do that, the sooner we can reduce the unnecessary suffering felt by so many millions of Americans. Thank you.

[The prepared statement of Mr. Habash follows:]

U. S. SENATE
COMMITTEE ON AGRICULTURE, NUTRITION AND FORESTRY
HEARING ON HUNGER IN AMERICA AND FOOD
ASSISTANCE PROGRAMS
TUESDAY, MARCH 1, 1988

TESTIMONY OF
MATTHEW D. HABASH
EXECUTIVE DIRECTOR
OF
MID-OHIO FOODBANK
COLUMBUS, OHIO

TESTIMONY OF
MATTHEW D. HABASH
EXECUTIVE DIRECTOR
OF
MID-OHIO FOODBANK
COLUMBUS, OHIO

MY NAME IS MATTHEW D. HABASH. I AM THE EXECUTIVE DIRECTOR OF THE MID-OHIO FOODBANK. THE MID-OHIO FOODBANK HAS BEEN OPENED SINCE 1980 AND SERVES OVER 300 CHARITABLE ORGANIZATIONS IN 29 COUNTIES IN OHIO. THE FOOD BANK HELPED FEED OVER 1 MILLION INDIVIDUALS BY DISTRIBUTING 10.7 MILLION POUNDS OF FOOD IN 1987.

THE TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM (TEFAP) REPRESENTS OVER HALF OF THE FOOD THE MID-OHIO FOODBANK DISTRIBUTED LAST YEAR.

IN FACT, IN THE STATE OF OHIO 47 MILLION POUNDS OF GOVERNMENT COMMODITIES WERE DISTRIBUTED BY THE FOODBANKS.

IT IS ABOUT THE IMPACT OF THE LOSS OF TEFAP THAT I AM HERE TO SPEAK TO YOU TODAY.

WHAT WOULD THE LOSS OF TEFAP MEAN?

1. IT WOULD MEAN THAT 38,000 HOUSEHOLDS IN MY 10-COUNTY TEFAP SERVICE AREA WILL BE HUNGRIER. OF THOSE 38,000 HOUSEHOLDS, THE TWO LARGEST GROUPS THAT USE TEFAP ARE HOUSEHOLDS WITH CHILDREN AND ELDERLY HOUSEHOLDS.

2. IT WILL MEAN THAT 7 OF THOSE 10 COUNTIES WILL LOSE THEIR LARGEST AND IN SOME COUNTIES THEIR ONLY SIGNIFICANT EMERGENCY FEEDING PROGRAM.

3. IT WILL MEAN THAT INDIVIDUALS WHO WERE JUST GETTING BY WITH TEFAP SUPPLEMENTS WILL PROBABLY HAVE TO GO TO FOOD PANTRIES AND SOUP KITCHENS. IN CLEVELAND AND COLUMBUS COMBINED, OVER 100,000 INDIVIDUALS USE FOOD PANTRIES EACH MONTH. OVER HALF OF THESE INDIVIDUALS ARE CHILDREN.

4. IT WILL MEAN THAT THE FOOD PANTRIES AND SOUP KITCHENS THAT COUNTED SO HEAVILY ON THE FREE FOOD WILL NOW HAVE TO FIND THE FINANCIAL RESOURCES TO REPLACE TEFAP. THIS COMES AT A TIME WHEN THE NUMBER OF PEOPLE USING EMERGENCY FEEDING PROGRAMS IS ON THE RISE. SINCE 1981 COLUMBUS FOOD PANTRIES HAVE SHOWN AN INCREASE OF OVER 300% IN THE NUMBER OF PEOPLE USING THEM ON A DAILY BASIS.

5. THE LOSS OF TEFAP WILL PROBABLY DESTROY THE NETWORK OF SMALLER FOODBANKS CREATED TO SERVE THE RURAL POOR. THE LOSS

OF TEFAP AND THE ACCOMPANYING FINANCIAL RESOURCES WILL FORCE MANY OF THESE ORGANIZATIONS TO CLOSE. THIS WILL IN EFFECT, ALMOST ELIMINATE EMERGENCY FEEDING PROGRAMS IN MANY RURAL COMMUNITIES.

6. THE LOSS OF TEFAP WILL REDUCE THE EMERGENCY FEEDING ORGANIZATIONS' ABILITY TO PROVIDE NUTRITIONALLY BALANCED MEALS. THE SEVEN COMMODITIES DISTRIBUTED THROUGH TEFAP HAVE BECOME AN INTEGRAL PART OF THE EMERGENCY FOOD BASKETS. THE LOSS OF THESE PRODUCTS WILL SIGNIFICANTLY REDUCE THE NUTRITIONAL VALUE OF THE FOOD DISTRIBUTED AND WILL FURTHER PLACE THESE LOW-INCOME INDIVIDUALS AT RISK.

7. THE LOSS OF TEFAP IN OHIO WOULD BE EQUIVALENT TO SHUTTING DOWN THE ENTIRE OHIO FOODBANK ASSOCIATION SYSTEM OF DISTRIBUTING PRIVATE INDUSTRY SURPLUSES.

8. THE IMPACT OF THE LOSS OF TEFAP WILL BE DRAMATIC AND FELT IMMEDIATELY. MOST FOOD BANKS IN OHIO DISTRIBUTE TEFAP PRODUCTS WITHIN 40 DAYS. SO, IF CHEESE AND NON-FAT DRY MILK SHIPMENTS END IN APRIL, FOODBANKS WILL BE OUT OF THESE PRODUCTS BY THE SECOND WEEK OF JUNE, JUST IN TIME FOR THE SCHOOL'S SUMMER BREAK.

WE MUST RECOGNIZE THAT TEFAP HAS PLAYED AN IMPORTANT RULE IN MEETING THE EMERGENCY FOOD NEEDS OF 15 MILLION PEOPLE EACH MONTH IN THIS COUNTRY. THE ELIMINATION OF TEFAP WILL RESULT IN SEVERE

HOLES IN THE SAFETY NET. CHILDREN AND ELDERLY ALIKE WILL SUFFER. IT WOULD BE UNFAIR AND I SUBMIT IMPOSSIBLE TO EXPECT THE PRIVATE SECTOR TO MAKE UP FOR THESE CUTS IN EMERGENCY FOOD.

IN FRANKLIN COUNTY, OHIO WE HAVE THE LARGEST COMMUNITY FOOD DRIVE IN THE COUNTRY. IT RAISED OVER 5.2 MILLION CANS OF FOOD. TO MAKE UP FOR THE LOSS OF TEFAP FOOD IN FRANKLIN COUNTY ALONE (NOT INCLUDING OUR 9 TEFAP RURAL COUNTIES), OUR LOCAL FOOD DRIVE WOULD HAVE TO RAISE OVER 15 MILLION CANS OF FOOD. THIS IS IMPOSSIBLE AND DOESN'T ACCOUNT FOR THE TREMENDOUS NEEDS IN THE OTHER 9 COUNTIES THAT WE SERVE WITH TEFAP.

WHAT CAN WE DO?

1. DISTRIBUTE ALL AVAILABLE GOVERNMENT COMMODITIES, INCLUDING ANY COMMODITIES NOT PREVIOUSLY DISTRIBUTED.

2. CONTINUE TEFAP FUNDS THIS YEAR AND REAUTHORIZE TEFAP FOR NEXT YEAR. THIS WILL ALLOW FOODBANKS AND OTHER EMERGENCY FEEDING ORGANIZATIONS TIME TO ADJUST AND PLAN. WE MUST RECOGNIZE THAT TEFAP HAS DONE MORE THAN REDUCE GOVERNMENT SURPLUSES. IT HAS HELPED ESTABLISH AN EMERGENCY FEEDING NETWORK. THIS NETWORK REACHES INTO ONE THE MOST VULNERABLE AREAS OF AMERICA - RURAL AMERICA. PULLING TEFAP FUNDS WILL IN EFFECT PULL THE PLUG ON OUR ABILITY TO REACH RURAL AMERICA.

3. CHANGE THE FUNDING FORMULA FROM 5% OF COMMODITY VALUE TO ONE THAT RECOGNIZES THE COSTS INHERENT IN TRANSPORTING AND DISTRIBUTING COMMODITIES TO WHERE THEY ARE NEEDED.

4. STRENGTHEN THE FOOD STAMP PROGRAM. THE OVERWHELMING REASON GIVEN BY PEOPLE USING FOOD PANTRIES IS THAT THEIR FOOD STAMPS RAN OUT. THE CURRENT FOOD STAMP SUPPORT LEVELS ARE UNREALISTICALLY LOW. IT IS IMPOSSIBLE FOR A FAMILY OF FOUR TO SERVE A NUTRITIOUS DINNER FOR LESS THAN $2.00. ALONG WITH INCREASING FOOD STAMP GRANT LEVELS, NUTRITION EDUCATION AND FOOD STAMP OUTREACH PROGRAMS NEED TO BE INCREASED AND STRENGTHENED. THEY ALL GO HAND IN HAND.

5. THE MINIMUM WAGE MUST BE INCREASED. FOOD PANTRIES HAVE SEEN A TREMENDOUS INCREASE IN THE WORKING POOR'S REQUEST FOR HELP. SUPPORTING A FAMILY ON A MINIMUM WAGE JOB IS ALL BUT IMPOSSIBLE.

IN CLOSING, WE MUST RECOGNIZE THAT 15 MILLION AMERICANS USE TEFAP EACH MONTH. TEFAP HELPS REDUCE THE HURT OF HUNGER. THE PAIN OF HUNGER IS NOT GOING TO GO AWAY BECAUSE TEFAP SURPLUSES HAVE DECLINED. WE ALL KNOW IT IS GOING TO GET WORSE. HUNGER IS NOT A POLITICAL ISSUE, BUT A VERY PAINFUL PROBLEM. WE MUST MAKE ELIMINATING HUNGER A TOP PRIORITY. THE SOONER WE DO THAT, THE SOONER WE CAN REDUCE THE UNNECESSARY SUFFERING FELT BY SO MANY MILLIONS OF AMERICANS.

Senator **Harkin**. Thank you very much, Mr. Habash. Did you have anything to add, Mr. McDonough?

STATEMENT OF TOM McDONOUGH, GREATER CLEVELAND COMMUNITY FOOD BANK, CLEVELAND, OH

Mr. **McDonough**. Well, I just wanted to say that in order to graphically describe what really happens and what does this mean to an individual family, I went to the most well-funded pantry association that we have in Cleveland.

I asked them to give me a list of what's contained in a bag of groceries. A bag of groceries of emergency food is about a 3-day supply. And for a family of three, we're saying 27 meal equivalents are to be included in that bag. That bag would weigh, at least in Cleveland, about 40 pounds.

The elimination, and I know I'm speaking a little ahead of time, but when TEFAP runs out totally, what would happen is 7 of the 21 items contained in the bag would be lost.

So, just in number of items in the bag, there would be one-third less.

But what's really overwhelming is that those seven items account for 61 percent of the weight that's in that bag.

So, what would happen is that the number of meals made available to the family will not be 27, but a little over 10. There's just no way. There is no way that these people are going to be able to make it.

The food that's there, the TEFAP food, was the bricks and all the things that we put in, to make it a nutritionally balanced meal, was icing on the cake. Now the cake is gone and all we have got left is the icing.

Senator **Harkin**. Thank you very much, Mr. McDonough. Senator Boschwitz.

Senator **Boschwitz**. I found the testimony very interesting. Some of the problems with TEFAP are really our own doings here in the committee.

We have moved quite aggressively, particularly in the area of dairy, to reduce surpluses. We are caught in a struggle to try to provide a meaningful income for dairy farmers. And in doing so we have gotten involved in a number of programs, diversion programs and whole-herd dairy buyouts.

We also got involved in a program of promotion, so that 15 cents per hundredweight of the payment that a farmer receives per hundredweight goes to promotion. And, this is the fourth year in a row that we have had an increase in the consumption of dairy products. So with changes in the dairy program, we have reduced this mountain of surplus dairy products. TEFAP, which is a program that was started in 1981 by the Reagan administration and then blessed with authorizing legislation from this committee and others in 1983, has also helped reduce the surplus.

In a way, we've been too successful. Then we are faced with budgetary restraints that make it difficult when the surpluses run out.

As you point out, a lot of people have come to rely on TEFAP and it is hard to pull the rug out at this point. So, we are going to have to fashion some type of solution to that.

Senator Harkin. Thank you very much, Senator Boschwitz. Thank you both for your testimony.

Next, we'd like to call Janet Ney, director of the Lehigh Valley Food Bank, accompanied by James Stephenson, president of the Pennsylvania Coalition on Food and Nutrition.

STATEMENT OF JANET NEY, DIRECTOR, LEHIGH VALLEY FOOD BANK, BETHLEHEM, PA

Ms. Ney. I am pleased to have this opportunity to speak on behalf of Senate bill 1483, introduced by Senator John Heinz, which would provide for the distribution of U.S. Department of Agriculture commodities through food banks.

As previous witnesses have already noted so eloquently, the network of food banks, food pantries and soup kitchens has seen steady increases in requests for food assistance in the 1980's.

The demand for food assistance suggests that the Federal and State food assistance programs already in place are inadequate or that recent changes in the philosophical underpinnings of programs discourages participation in those programs. Emphasizing the detection of fraud and abuse in programs, such as food stamp, has tended to negate the original purpose of food programs which was to improve the nutritional status of low-income citizens.

Food banking represents one response to the hunger problem. The national food bank network, Second Harvest, was incorporated in 1979; since that time, the network has grown to more than 200 food banks around the country and, in 1987, distributed its 1 billionth pound of food.

Food banks are a unique blending of compassion for the hungry with a practical, cost-effective means to use product which might otherwise be thrown away. Food banks are a professionally maintained food warehouse, where donated food is collected, stored, and distributed to member agencies, which include food pantries, soup kitchens and other nonprofit charitable organizations. Food banks are required to monitor their member agencies for strict compliance with basic rules of operation, such as maintaining records of recipients, giving food away rather than reselling it, and handling food properly.

Second Harvest's credibility has been established, and affirmed repeatedly, because of its program of monitoring of its member food banks and it's insistence on measurable standards. Food banks have demonstrated their ability to handle and distribute many kinds of products including the U.S. Department of Agriculture commodities available in the Temporary Emergency Food Assistance Program (TEFAP).

In fact, many food banks have found that the ability to offer TEFAP commodities has become a vital service to their clients, the member agencies who struggle to put together nutritionally sound adequate food packages for their hungry neighbors. The members of the Pennsylvania Association of Regional Food Banks (PARF), for whom I speak today, are concerned that, at a time when

TEFAP stocks are dwindling, hungry people will lose an important source of food, which will not be replaced easily.

In 1982, the Greater Pittsburgh Community Food Bank, a charter member of the Pennsylvania Association of Regional Food Banks, participated in the food bank demonstration project.

The report on the food bank demonstration project, published in April 1984 by the Office of Analysis and Evaluation of the Food and Nutrition Service of the U.S. Department of Agriculture, concluded that food banks offer a viable avenue for commodity distribution and I commend that report to you.

From the food bank's perspective, the demonstration project provided a very workable, practical model for administering the program; in particular, dealing with only one governmental unit, the U.S. Department of Agriculture, made compliance with regulations and receipt of technical assistance easy.

As TEFAP stocks dwindle, food banks and their member networks offer the best method for distributing whatever commodities will be available to needy people in a timely, efficient manner. Food banks have the ability to deliver food when people need it, when they are hungry. Mass distribution of TEFAP was necessitated by the volume of product provided. Today's reality appears to be that less food will be available; therefore, food banks should have first priority on available stock because they offer help based on immediate crisis need, not on the availability of product.

The most exciting part of Senator Heinz's proposal is the possibility for food banks to have access to a portion of other USDA commodities; those foods which are often referred to as section 32 foods. These products, which are currently restricted to schools and other institutions, provide a wider range of nutrition and a greater variety of food. Recognizing the need to continue to provide these foods to the organizations which now rely on them, food bankers are suggesting that a portion of section 32 foods in usable family packaging be provided to food banks to improve the overall nutritional value of emergency food packages.

Finally, I would ask you to consider innovative ways to redirect funds already appropriated for TEFAP which may not be needed because of dwindling stocks. It is not unreasonable to suppose that as much as half of the money currently available to defray costs at the State and local level may not be needed to run the program this year. In addition, some of the funds available to the U.S. Department of Agriculture to offset its administrative costs may not be needed in the coming year. This money can, and should, be directed toward efforts to feed hungry people.

Obviously, one of the ways to use this money is to provide funds to food banks for transporting, storing, and distributing commodities. Food bankers have one goal—feeding hungry people—but they cannot be effective without the operating funds to sustain their efforts. Strengthening the Food Stamp Program is also essential.

Making up for the lost TEFAP poundage may not be possible, but enacting legislation to provide a wide variety of bonus and section 32 commodities to food banks establishes a mechanism for getting food to hungry people when they need it. Until our society finds the will to solve the causes of hunger, compassion compels us to do the very least that we can do—fill empty stomachs with good food. Thank you.

The **Chairman**. Thank you very much, Ms. Ney. Without objection, the statement of Ms. Ney will be placed in the record in its entirety at this point.

[The prepared statement of Ms. Janet Ney follows:]

TESTIMONY PRESENTED TO THE SENATE AGRICULTURAL COMMITTEE

March 1, 1988

Janet Ney, Director
Lehigh Valley Food Bank
520 East Broad Street
Bethlehem, PA 18018
(215) 691-5620

My name is Janet Ney; I am the Director of the Lehigh Valley Food Bank, a program of the Community Action Committee of the Lehigh Valley. The Lehigh Valley Food Bank is an affiliate food bank of Second Harvest, the national food bank network. In addition, I am the President of the Pennsylvania Association of Regional Food Banks(PARF).

I am pleased to have this opportunity to speak on behalf of legislation introduced by Senator John Heinz which would provide for the distribution of United States Department of Agriculture commodities through food banks.

Let me begin by reiterating a point of information which cannot be said too often--the number of hungry people in this land of plenty has increased steadily in the 1980's. Reliable information in the form of surveys and studies conducted by a wide variety of organizations is available. This is information which is documented, not merely anecdotal.

Over the past three years, PARF has conducted annual surveys of its members and their emergency food pantries and soup kitchens; each year, we have seen increases in the number of people served by these primarily voluntary, private efforts. According to The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987, a report of a 26-city survey issued by the United States Conference of Mayors, "The demand for emergency food assistance increased by an average of 18 percent in all but two (92 percent) of the survey cities." In addition, nearly all of these cities cited both unmet need in 1987 and expected increases in need in 1988.

The statistics on poverty in America are compelling. According to government census figures, over 32 million Americans are living below the poverty line now. Three million Americans have fallen below the poverty line since 1980. One of every five children lives below poverty. The population which is served by the nation's food banks is swelled by the ranks of working poor who struggle to make ends meet at wages which hover just above the poverty guidelines.

The demand for food assistance suggests that the federal and state food assistance programs already in place are inadequate or that recent changes in the philosophical underpinnings of programs discourages participation in those programs. Emphasizing the detection of fraud and abuse in programs, such as food stamps, has tended to negate the original purpose of food programs which was to improve the nutritional status of low income citizens.

Food banking represents one response to the hunger problem. The national food bank network, Second Harvest, was incorporated in 1979; since that time, the network has grown to more than 200 food banks around the country and, in 1987, distributed its one billionth pound of food.

Food banks are a unique blending of compassion for the hungry with a practical, cost-effective means to use product which might otherwise be thrown away. Food banks are · professionally maintained food warehouse where donated food is collected, stored, and distributed to member agencies which include food pantries, soup kitchens, and other non-profit (501c3) charitable organizations. Food banks are required to monitor their member agencies for strict compliance with basic rules of operation such as maintaining records of recipients, giving food away rather than re-selling it, and handling food properly.

Second Harvest plays a variety of roles in this network of emergency food providers. In addition to working with the food industry at the national level to develop a system of donation and distribution, Second Harvest monitors its member food banks to insure compliance with strict standards of warehouse sanitation, food handling, and recordkeeping. Second Harvest's credibility has been established, and affirmed repeatedly, because of its program of monitoring and its insistence on measurable standards. Food banks have demonstrated their ability to handle and distribute many kinds of products,including United States Department of Agriculture commodities available in the Temporary Emergency Food Assistance Program (TEFAP).

In fact, many food banks have found that the ability to offer TEFAP commodities has become a vital service to their clients, the member agencies who struggle to put together nutritionally sound, adequate food packages for their hungry neighbors. The members of PARF for whom I speak today are concerned that, at a time when TEFAP stocks are dwindling, hungry people will lose an important source of food which will not be replaced easily. To insure that hungry people will have access to the reduced inventory of commodities which are available under TEFAP, those commodities need to be distributed in the most effective, timely, and efficient manner possible.

In 1982, the Greater Pittsburgh Community Food Bank, a charter member of the Pennsylvania Association of Regional Food Banks, participated in the Food Bank Demonstration Project; in all, seven food banks across the country took part in the project. Among the findings cited in the Report on the Food Bank Demonstration Project, published in April 1984 by the Office of Analysis and Evaluation of the Food and Nutrition Service of the United States Department of Agriculture are the following:

> the limited resources of food banks forced food banks to safeguard their resources and target the aid they provide;
>
> food banks were able and willing to distribute USDA commodities in an accountable manner;
>
> the USDA commodities enabled the emergency providers to enrich the nutrition of their food offerings; and,
>
> emergency food providers directed their efforts to the needy.

In conclusion, the report suggests that food banks offer a viable avenue for distribution of USDA commodities.

From the food bank's perspective, the Demonstration Project provided a very workable, practical model for administering the program; in particular, dealing with only one governmental unit, the United States Department of Agriculture, made compliance with regulations and receipt of technical assistance easy.

As TEFAP stocks dwindle, food banks offer the best method for distributing product to needy people in a timely, efficient manner. Food banks have the ability to deliver food when people need it, when they are hungry. If stocks should soar once again, a return to mass distributions could be implemented quickly and easily. It must be recognized that food banks, by themselves, could not have absorbed the quantity of food which has been provided by TEFAP over the last several years but the reality today is that less food is going to be available; therefore, food banks should have first priority because they offer help based on the crisis need, not on the availability of product.

The most exciting part of Senator Heinz' proposal is the possibility for food banks to have access to a portion of other USDA commodities, those foods which are often referred to as "Section 32" foods. These products, which are currently restricted to schools and other institutions, provide a wider range of nutrition and a greater variety of food. Recognizing the need to continue to provide these foods to the organizations which now rely on them, food bankers are suggesting that a portion of "Section 32" foods be provided to food banks to improve the overall nutritional value of emergency food packages. The need for both nutritionally balanced and nutrient-dense food among the nation's low income population, especially young children, is obvious. Lacking access to such foods poses learning and health problems which are detrimental both to the individual and to society in general.

Finally, I would ask you to consider innovative ways to re-direct funds already appropriated for TEFAP which may not be needed because of dwindling stocks. It is not unreasonable to suppose that as much as half of the money currently available to defray costs at the state and local level may not be needed to run the program this year. In addition, some of the funds available to the United States Department of Agriculture to offset its administrative costs may not be needed in the coming year. This money can, and should, be directed toward efforts to feed hungry people.

Obviously, one of the ways to use this money is to provide reimbursements to food banks for handling commodities. Food banks operate on tight budgets derived from fees charged to their member agencies. These "shared maintenance fees" are capped at twelve cents per pound. Food banks should have the option to request reimbursement for costs associated with handling USDA commodities or to charge shared maintenance fees to recoup those costs. Food bankers have one goal---feeding hungry people---but they cannot be effective without the operating funds to sustain their efforts.

Last year, 400 million pounds of food were distributed through TEFAP. The loss of 400 million pounds of food spread evenly over a potential client population of 40 million people works out to a loss of ten meals per person. Making up the lost TEFAP poundage may not be possible, but enacting legislation to provide a wide variety of bonus and Section 32 commodities to food banks establishes a mechanism for getting food to hungry people when they need it. Until our society finds the will to solve the causes of hunger, compassion compels us to do the very least that we can do--fill empty stomachs with good food. Thank you.

The CHAIRMAN. I will waive any questions, not only because Senator DeConcini is here with his panel, but also because you were so complete in what you had to say.

I want to announce my support of the National Nutrition Monitoring and Related Research Program, S. 1081. Senator Harkin and my good friend, Senator Boschwitz, are cosponsors of that bill. They're strong supporters of it, and when we go into session today, I will ask unanimous consent to add my name as a cosponsor of that important bill.

It's designed to monitor the nutritional health of needy Americans. I think it's a significant one. I would like to see it move quickly through the Senate. I commend Senator Harkin and Senator Boschwitz for their leadership in that regard. I yield to Senator Melcher for any questions.

Senator MELCHER. I have no questions. Ms. Ney, I want to commend you for your forceful statement and one founded on experience.

I particularly appreciate the experience you have had with TEFAP and the recommendation that TEFAP be broadened not curtailed and to use section 32 to broaden out the types of food that might be available for community distribution. Thank you very much.

The CHAIRMAN. Senator Boschwitz.

Senator BOSCHWITZ. Section 32 foods, by and large, are not in surplus, as I understand it. Is that correct?

Ms. NEY. Section 32 commodities are generally available to schools primarily, the institutions, yes. What we are asking for is a portion of those commodities that are already being purchased—be available to feed needy people without jeopardizing the programs that are already using those commodities.

Senator BOSCHWITZ. But they are, by and large, not commodities that are in surplus. Is that correct?

Ms. NEY. I believe that is correct.

Senator BOSCHWITZ. I notice nobody has spoken about school breakfasts. I understand, Senator Leahy, that a bill you will be sponsoring also provides an additional 3 cents per school breakfast which would allow schools to serve protein items more often at breakfast.

I have included a similar provision in a child care bill that I will be introducing. I hope some of the witnesses will address that topic as well.

The CHAIRMAN. If the Senator would yield, I believe Ms. Wynn, the president of the American School Food Service Association is going to speak about that issue.

Senator BOSCHWITZ. OK. Thank you.

The CHAIRMAN. Thank you both very much for being here and I do appreciate the testimony. Mr. Stephenson.

Mr. STEPHENSON. If I could make just a brief comment.

The CHAIRMAN. Sure, of course.

STATEMENT OF JAMES H. STEPHENSON, EXECUTIVE DIRECTOR, PENNSYLVANIA COALITION ON FOOD AND NUTRITION, HARRISBURG, PA

Mr. **Stephenson**. The TEFAP Program, I think we all know, was thrown together. An Executive order was put out just before Christmas in 1981. In fact, there had been distributions in California before the Executive order came out.

And lo and behold in January and February 1982 we had lots of cheese and we had butter and we had no administrative money. And then a year later we had administrative money.

And it just sort of fell together. I think what our testimony is pointing to is the value of good, sound public policy in feeding the hungry and the role, substantial role, that this committee, Congress, and the Federal Government can play in helping voluntary efforts to help the hungry. We do a good deal through the FEMA program and TEFAP. Particularly exemplified in the Ohio system, which you heard about just before us from that panel, you have demonstrations of how effective a system can be in distributing TEFAP commodities to those ongoing everyday systems that feed the hungry.

This is not necessarily the rule. This is perhaps in some cases the exception and our testimony is really directed at trying to convince your committee and your chairmanship to expand and increase and target those churches and community groups that have food pantries, and that may otherwise have to purchase nonfat dry milk or rice or butter or cheese, instead of getting those Federal commodities from USDA.

And it's a very valuable role. We want to make sure that the—this is a favorite phrase you hear about 50 times a year I am sure—that the baby is not thrown out with the bathwater and that something does survive through all this, if, indeed there are not sufficient Federal commodities available to continue at the levels that we have experienced in the past, which appears to be the case.

I would also like to support including distribution of commodities to food banks and food pantries as an equal priority with domestic nutrition programs, certainly above exports, without taking any food from the schools.

But, realizing there are systems out there that further target and don't necessarily require the vast volumes that have been thrust upon them as a result of excess product in Federal warehouses in the past.

The **Chairman**. Thank you very much.

Senator **Boschwitz**. I didn't follow Mr. Stephenson's reference to exports.

Mr. **Stephenson**. Senator Heinz and I, and I think Senator Lugar, indicated some interest in providing commodities for TEFAP above exports in terms of the priority or the pecking order of who would get commodities first, second, or third.

Senator **Boschwitz**. You mean the Public Law 480 exports or just exports in general?

Mr. **Stephenson**. I think exports that are subsidized.

Senator **Boschwitz**. I would ask unanimous consent, Mr. Chairman, that Mr. Stephenson's testimony and attachments be placed in the record.

The **Chairman**. Without objection, the statement of Mr. Stephenson will be placed in the record in its entirety at this point.

[The prepared statement of Mr. Stephenson follows:]

TESTIMONY BEFORE THE SENATE AGRICULTURE COMMITTEE

SUBMITTED BY JAMES H. STEPHENSON

EXECUTIVE DIRECTOR

PENNSYLVANIA COALITION ON FOOD AND NUTRITION

MARCH 1, 1988

Honorable Chairman and members of the Senate Agriculture Committee.

I have spent the past six years and two months monitoring the Temporary Emergency Food Assistance Program (TEFAP) in the state of Pennsylvania.

Since President Reagan's Executive Order on 23 December 1981, millions of pounds of federal commodities have been handed out to Pennsylvanians, many of them needy. The TEFAP was originally started through the authority of a little known or remembered section of law called the Food Bank Special Nutrition Projects (P.L. 96-494 and P.L. 97-98).

The Food Bank Special Nutrition Projects were piloted to determine the value of distributing federal commodities for household consumption. The demonstration project was documented to be successful in targeting a limited supply of government commodities for household distribution.

Now we are faced with a limited quantity of federal commodities. I have to ask the question, "Are we going to throw the baby out with the bath water?" Federal commodities are an extremely valuable resource to thousands of food banks and food pantries throughout the country. When I say food pantries, I am not referring to the contorted definition of an "emergency feeding organization" which can be found in TEFAP regulations, [7CFR [251.3 (c)]; a definition through which you can drive a truck. A food pantry is an entity which provides a wide variety of food to hungry individuals and families on an ongoing basis, and would continue to do so with or without TEFAP.

One would have thought that Congress would have tried to compliment the feeding systems which operate in the voluntary sector, and that USDA would have required that such systems be provided with federal food on a priority basis. In Pennsylvania, as in many other states, TEFAP commodities are available to churches and community groups which operate food pantries and soup kitchens, only if commodities are left over at the end of a mass distribution. It is a "scraps on the table" methodology.

Meanwhile, food pantries in Pennsylvania often have to purchase nonfat dry milk, rice, cheese and margarine from grocers or wholesalers if they want to include such items in a three day supply of groceries they give to people who are actually hungry.

Although there is still some uncertainty in Congress as to what to do with TEFAP, I would recommend that Congress enact legislation which, at a minimum, would insure that the federal effort to provide commodities to food pantries and soup kitchens be continued. In fact, I am here today to speak in favor of the bill introduced by Senator John Heinz (R-Pa) which would require that the USDA continue to provide commodities to food banks and to their networks of food pantries and soup kitchens throughout the nation.

The Heinz bill (S. 1483) would not only insure that needed federal commodities would be available to food banks, it would also initiate a pilot project which would allow food banks in each USDA region to distribute certain section 32 commodities, as well. The value of the section 32 commodities in feeding the hungry is considerable indeed.

What I am suggesting is really a two-fold approach. First, if TEFAP commodities become available, they should be targeted to food bank, food pantry and soup kitchen systems as a priority. Similar priorities already exist in other non-entitlement food programs, like the Special Supplemental Food Program for Women, Infants and Children (WIC). Why not TEFAP? If there is a limited amount of food available, then it should be targeted.

Secondly, I am asking the Senate Agriculture Committee to expand the pilot project which was included in H.R. 1340. The pilot, as introduced by Representative Emerson, requires USDA to implement at least one project demonstrating the use of section 32 commodities in food bank networks. Although the Emerson amendment would certainly allow USDA to do that which is outlined in the Heinz bill, it is important for Congress to specify that USDA should replicate the food bank demonstration project for section 32 commodities by testing this approach in at least one food bank in each USDA region.

If we get to the question of what the government can really do to help the hungry, there are certainly better answers than providing millions of tons of commodities for mass distributions. Isn't it time for the Congress to consider scrapping the Thrifty Food Plan, and in its place substituting USDA's Low Cost Food Plan? It is true that mass distributions of commodities can and do provide a welcome source of food to many families who are not eligible or who choose not to participate in the Food Stamp Program. And, it is also true that there is absolutely no verification requirement in TEFAP, which allows absolutely anyone to stand in line to receive free food, regardless of need.

There are better systems available to feed the hungry. With the reduction of TEFAP commodities, perhaps its time for us all to wake up from the mass distribution years, and to rededicate ourselves to the effective systems which have always been there to feed the hungry.

I appreciate this opportunity to present testimony before the Senate Agriculture Committee. I have enclosed a document entitled "TEFAP Recommended Changes for FFY 1989", which details many of the thoughts I have shared with you today. I would appreciate if this document would be added to the hearing record.

PENNSYLVANIA COALITION ON FOOD AND NUTRITION

TEFAP RECOMMENDED CHANGES FOR FFY 1989

1. PRIORITY FOR COMMUNITY FOOD BANKS

Given the limited availability of commodities from the federal government, it would seem that mass distributions will become a phenomenon of the past. However, the importance of the commodities in providing food to hungry people should not be written off.

Commodity distribution to households was originally begun as a result of an obscure provision in federal law which sought to pilot a Food Bank Demonstration Project. The demonstration projects did occur. Simultaneously, President Reagan utilized his authority to release a substantially larger volume of bonus commodities for household distribution, which later became known as TEFAP.

With the limited supply of commodities now available, this resource should be redirected into the food bank system for use in the ongoing operations of food pantries, soup kitchens and shelters. If sufficient commodities exist for a mass distribution, that is well and good. However, as a part of the reauthorization of TEFAP, **a priority should be placed on the ongoing food bank distribution system as the primary, first cut provider of federal commodities to the hungry.**

Through the food bank system, federal commodities are combined with other canned and packaged food as part of the normal ongoing community emergency food distribution efforts. These activities existed long before TEFAP was created and will, unfortunately, last long afterwards, as well.

2. SECTION 32 COMMODITIES

In addition to federal bonus commodities provided under TEFAP, products which are made available under section 32 of the Act entitled "An Act to amend the Agricultural Adjustment Act , and for other purposes", approved August 24, 1935 (7 U.S.C. 612c), should also be provided to needy individuals and families through community food banks designated under section 211(c) of the Agricultural Act of 1980 (7 U.S.C. 400(c)).

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2. **SECTION 32 COMMODITIES** (continued)

If section 32 commodities are provided to food banks, the impact on the marketplace would not be significant, inasmuch as these commodities would not be available for mass distributions. Although the volume of bonus commodities provided under TEFAP can never be recouped, a significant improvement in the quality of product and the targeting of all products could be achieved by adding community food banks as an eligible entity to receive section 32 commodities.

3. **ELIGIBILITY AND VERIFICATION**

For community food banks which distribute TEFAP commodities, the income eligibility and documentation requirements need to be relaxed. Food banks are defined as networks of food pantries, soup kitchens, shelters and other direct feeding organizations. A system similar to that used in the FEMA Emergency Food and Shelter Program should be implemented, whereby community food banks would only provide commodities to agencies which are "emergency" in nature, and not to other outlets. Hence, the food banks would screen agencies which are serving the hungry based on an agency's eligibility guidelines and service to the low-income community. The local emergency feeding agency would then utilize its own normal eligibility procedures to provide food to the hungry.

In other words, the existing USDA eligibility and household documentation guidelines should be waived for food pantries, soup kitchens and shelters participating in food bank distribution programs. Instead, the prevailing eligibility procedures of the food pantry, soup kitchen or shelter should be sufficient.

4. **OTHER POINTS ON FOOD BANK DISTRIBUTION SYSTEMS**

(a) **Soup kitchens and shelters** with meal services should be allowed to receive TEFAP commodities through the food banks distribution system.

(b) **Administrative funding** should be provided to food banks to offset storage, distribution and administrative expenses. However, a food bank should also have the option of forgoing administrative reimbursement, and instead assessing a shared maintenance contribution of emergency food agencies, as long as the needy person does not have to pay.

4. OTHER POINTS ON FOOD BANK DISTRIBUTION SYSTEMS (continued)

   (c) **Damages for liability** for spoiled or missing commodities should not be pursued against food banks, food pantries, soup kitchens or shelters unless malicious intent can be shown. Basically, emergency food agencies should be given immunity unless they purposefully broke the law.

   (d) **A definition of food banks** should be included in federal regulations. Each annual state plan should also include a list of food banks which meet the federal definition.

Senator **Melcher**. Mr. Chairman.

The **Chairman**. Senator Melcher.

Senator **Melcher**. I would like to clarify that point that Mr. Stephenson's making, because I don't think it's clear in the record as this dialog is carried on.

Under section 1163 of the 1985 farm bill it is statutory that 150,000 tons of dairy products be available for subsidized export.

It's on that point that Senator Lugar was speaking and we will have a bill that prioritizes TEFAP over the subsidized export. It was not our intention in 1985 to set subsidized exports at a higher priority than TEFAP.

But because section 1163 is statutory, it sets that much of available dairy products aside that could be exported under subsidy and requires the Secretary of Agriculture to do that.

What we need is a modification in that particular section of the law referring to TEFAP and setting TEFAP as a higher priority than that statutory requirement.

In other words, we're going to have to water down that particular section of the farm bill.

It is a requirement that the Secretary have 150,000 tons of diary products available and that he will subsidize the exports to that extent. It's there.

In 1985, there was so much dairy product available that we just said use TEFAP, use everything in the nutritional programs and the domestic programs. And we did not prioritize TEFAP at that time as a domestic program that would come ahead of the subsidized exports.

So, I believe it's obvious that we should do that now and I think Congress will agree to that. We will have a bill.

Senator **Boschwitz**. I now remember that section, when you talk about the 150,000 tons, and it is 1163.

The **Chairman**. Senator DeConcini is here to introduce a panel and, Senator, I wonder if you could bring your folks up here.

Senator **Boschwitz**. I thought everybody in Arizona was running for Governor, Senator. [Laughter.]

The **Chairman**. I should note for the record that Senator DeConcini has a long and well-demonstrated concern on the issue of hunger and has talked with me and other members of the committee about it, especially the question of food banks. He asked that we have this panel here. I think it's very valuable for us that he has. Senator, I yield to you.

STATEMENT OF HON. DENNIS DeCONCINI, A U.S. SENATOR FROM ARIZONA

Senator **DeConcini**. Chairman Leahy, I thank you very much, and the other members. I want to first thank you for your continuing leadership on this most vital issue to our Nation.

I also want to express that Senator McCain is tied up in other hearings today and wanted to be here to also jointly introduce the distinguished panel that we have from Arizona.

I would also like to thank you for this opportunity to be here in behalf of these fine individuals. Ms. Ginny Hildebrand and Ms. Mary Jo Henny have put many long hours into Arizona's temporary food assistance program, and the program has been a salvation to thousands of Arizona's poor. I believe you will also agree that they have forged a unique partnership between the State of Arizona and the private emergency food distribution network.

Before I continue with their introductions, Mr. Chairman, I would just like to note for the record that Arizona's surplus commodity distribution demonstration project was among the first of its kind, and served as the model for the development of other TEFAP programs across the Nation. Having worked on getting that demonstration project started, I am unwilling to walk away from it now and I hope that this committee feels the same. I remain committed to continued food assistance for the 174,000 Arizonans, and over 15 million Americans, who depend on this important domestic feeding program.

Mr. Chairman, Mary Jo Henny is currently the program coordinator for Community Services for the State of Arizona. She is also the statewide coordinator for TEFAP. Mary Jo has been recognized for distinguished service by the American Association for Public Administration for her innovation with respect to the TEFAP Program. Her idea to utilize food banks for distributing TEFAP aid saved countless thousands of dollars for the State of Arizona.

Mr. Chairman, Ginny Hildebrand, second to my left, is the executive director of the Association of Arizona Food Banks. Ginny, like Mary Jo, has also distinguished herself through her service to Arizonans in need of food assistance. Ginny is one of the principal reasons an innovative coalition of over 200 food banks and 5 warehouses exists today. This coalition has been a great contribution to our State.

Lastly, I want to thank them for taking the time to share their expertise with the committee and for their service to all Arizonans. I look forward to their testimony, and all other testimony given here today.

Mr. Chairman, I have a host, as we all do, of American Legion people sitting in my office today from Arizona and will have to leave before this testimony is finished. I truly thank this committee—the bipartisan approach of this committee addressing this very important subject matter and I introduce to you my two friends from Arizona. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Senator DeConcini. And I know what the schedule is like. We have had people going in out of this meeting all day because of that.

I want to, though, one more time commend you on the record for your strong support of these issues and your understanding of these issues.

You are absolutely right, this is not a Republican or Democratic issue. It's a human issue and it's one where Republicans and Democrats are trying to join together.

I appreciate very much you being here and bringing this panel. Thank you very much.

Senator BOSCHWITZ. Before the witness begins, I would like to remark to the Senator from Arizona that I was very touched by what I read about your personal involvement with the young woman who met a rather tragic end recently. I was very touched by what I read.

Senator DECONCINI. Thank you very much.

STATEMENT OF GINNY HILDEBRAND, EXECUTIVE DIRECTOR, ASSOCIATION OF ARIZONA FOOD BANKS, PHOENIX, AZ

Ms. HILDEBRAND. Mr. Chairman, and committee, I want to thank you personally for holding these hearings and for inviting us to share our testimony with you.

We have provided that for you in written form and we would ask that it be made a permanent record of your proceedings.

We've come here today to share with you two pictures. One is of optimism, creativity, professionalism and innovation in food banking. The other is of overwhelming need that has become so great that we are being buried by it.

The positive side shows Arizona's strong public and private partnership very similar to some of the testimony you've already heard.

But this partnership has enabled our food banking network using title XX and TEFAP administrative fund grants to literally come of age, creating a responsive and effective and efficient statewide distribution and resourcing system to help with emergency needs in our State.

At the same time, food bankers in Arizona have been creative in their quest to develop new, expanded and permanent food sources at virtually little to no cost.

For only pennies a pound, we have been able to access new food.

Volunteers have operated gleaning programs that have brought thousands of tons of food into our State and as a result we have been able to share with neighboring States for their food needs. Food processing such as freezing, canning, juicing and drying have enabled us to preserve large donations of food.

Developments with our transportation network using our state of the art equipment and working with produce businesses at one of the largest ports of entry to the Western part of the United States have proven more than successful, by resourcing more than 10,000 pounds of food a week from this new resource. Ongoing work with livestock, dairy and poultry producers is revealing a new source of protein that we find really promising.

We have learned that there are vast resources to be tapped even yet, but we also know of the growth and demand for emergency service and that is, like we have already heard, outdistancing the resources.

This brings us somewhat to the darker side of the picture. Feeding the hungry has definitely become a growth industry in Arizona and across our Nation.

In Arizona alone, we have experienced an increase of 161 percent in 4 years in our distribution of emergency food, from 13 million pounds of statewide distribution in 1984 to 34 million pounds in 1987.

A key resource for us to meet this need has been TEFAP. But I don't want to dwell on that, although it's been integral in what we have done.

The growth and demand for food services as reflected in our explosive population growth and the other kinds of things that we are seeing our State in terms of underemployment, unemployment and other economic factors.

I could go on and tell you all of the other things that are in my prepared testimony, but I don't want to take inordinate amounts of time.

But I do want to point out to you that the recommendations we have made are really important to us in terms of not only strengthening the food banking systems in Arizona and across the Nation, but also another kind of prong of that attack is looking at the ongoing programs that are already established in removing some of the barriers that are there.

I would ask that you would explore those programs, not only with the administrative agencies here in Washington, but also with the folks out in the field.

I can tell you all the facts and figures about hunger, the new ideas and methods that we have of dealing with it. But the fact remains that there is hunger in our Nation and it is definitely threatening our strength and our future.

I have a friend that says that the problem with knowing about hunger is the burden it casts on the person who learns about it. And that burden is on our consciousness, not only on yours, but on ours, as we deal with these folks day in and day out.

I would like to provide any time that we could to answer questions or any other information that we could provide to you.

The CHAIRMAN. Thank you very much. Without objection, the statement of Ms. Hildebrand will be placed in the record in its entirety at this point.

[The prepared statement of Ms. Hildebrand follows:]

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An association of community food banks providing food for hungry Arizonans

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Art Persails
Retail Grocers' Association

Bob Smyser
Sure Save Foods

Ginny Hildebrand, Executive Director
Association of Arizona Food Banks

March 1, 1988

TESTIMONY TO THE UNITED STATES SENATE COMMITTEE ON AGRICULTURE, NUTRITION AND FORESTRY

ON HUNGER IN AMERICA AND FOOD ASSISTANCE PROGRAMS

My name is Ginny Hildebrand. I am the executive director of the Association of Arizona Food Banks, a non-profit support organization for food banks serving the 15 counties of Arizona. The AAFB's mission is to maximize the abilities of food banks to feed the hungry in our state(See Attachment #1). Arizona's food banking efforts have a long history, with some agencies dating back 25 years. Many food banking developments and programs have started in Arizona. Innovative ideas in networking, standards of operation and cooperation have begun there and eventually spread nationwide.

The Association of Arizona Food Banks is currently made up of four major food bank warehouses and more than 160 local food banks and pantries in 96 different Arizona communities. In 1987, this food banking network served over 450,000 needy children and adults by distributing 34 million pounds of food through emergency food box programs, supplemental food, meal sites, and more than 1,000 other non-profit agencies.

I want to paint two pictures for you today. One is of optimism, creativity and professionalism of Arizona's programs. The other is of need that has become so great that we are being buried by it.

Let me start with the positive side of things. Arizona has built a strong partnership between the public and private sectors. Currently, support for the emergency food network is shared between local communities, the private sector and government at various levels. Historically, food banking in our state came of age when Title XX funds and TEFAP(Temporary Emergency Food Assistance Program) administrative dollars enabled the statewide network to operate at the level of efficiency and effectiveness required to transport and distribute food where and when it was needed. Expansion of this concept has come to include coordination of bulk food purchases with FEMA(Federal Emergency Management Agency) funds, development of the statewide transportation network with state-of-the-art equipment, construction of two food bank warehouses with county funding, establishment of food bank warehouses in rural areas, development of a statewide hunger advisory council, and coordination of donor and client needs for food bank services.

Food banking has fostered some of the most creative ways imaginable to locate food for virtually little to no cost. In Arizona, volunteers glean fields and orchards of fruits and vegetables, and then the surplus is traded with other food banks in neighboring states to increase the variety of products available for food boxes and hunger programs. Food processing is become increasingly important as donors are willing to contribute large quantities of product in frozen or fresh form, but unsuitable for distribution to families until repackaged or processed in some way. Freezing, canning, juicing and drying are methods that are being employed by food banks and pantries throughout the nation to preserve the food that is donated to them.

Food banking networks in Arizona and Oregon have ventured into their own refrigerated transportation networks to increase the effectiveness of moving food surpluses to areas of need and for help in accessing larger donations of food. Work is also in progress with agricultural producers to access unsaleable or non-harvested products. Poultry, dairy, and livestock producers are regularly working with food bankers to develop protein resources from spent fowl, culled dairy cows, and abandoned, injured or unclaimed animals. In Arizona, the network has worked diligently to continue to develop new and expanded sources of free or low cost food, while the demands for emergency food assistance in urban and rural areas often outstrip the supplies available to food banks and pantries. Almost daily, new and innovative approaches are being tried and developed to access the more than 20% waste of our national food resouces that occurs each year. Recently, work with fruit and vegetable packers at the Nogales port of entry in Arizona have developed resources equivalent to 10,000 pounds of products a week, and we have just barely touched the tip of the iceberg.

According to food bankers in Arizona, for every dollar donated, they are able to develop $15 to $20 worth of product. Figures hover between one and two cents per pound for accessing and distributing food in the Arizona food banking network using these various methods of resourcing. As you can guess, this has drawn in some significant corporate and private support for these efforts. But that brings us back to the fact that the demand for food bank services is growing at such a break neck pace, food banks cannot continue to keep up.

Now I want to share with you the darker side of this picture. Since it's establishment in late 1984, the Association of Arizona Food Banks has recognized the fact that the need for emergency food services has surpassed the ability of single non-profit agencies to meet the growing emergency food demands placed before them. Over a period of four years, Arizona food banks have experienced a whopping 161% increase in distribution of emergency food from 13 million pounds in 1984 to 34 million pounds in 1987. Feeding the hungry has become a growth industry!!!(See Attachments #2 and #3).

A key resource in assisting Arizona's network to feed the needy has been the Temporary Emergency Food Assistance Program(TEFAP), and the nutritious products this program has provided in the past five years. TEFAP has made up over 11 million pounds of the total 34 million pounds distributed by our food banks this past year. In addition, TEFAP products have consistently been 50% of the total distribution of emergency food products in Arizona. Loss of the cheese, non-fat dry milk, rice and honey is significant noting the proportion that TEFAP products are of the Arizona emergency food distribution network, the impact is understood even more(See attachment #3).

The proposed cutbacks in distributuion of some TEFAP products will be felt by food banks and hungry Arizonans greatly. Close to 75% of the total TEFAP distribution to Arizona will stop after April of 1988. This loss of precious protein products will not easily be replaced from donated private sources. Another way to evaluate the cuts are that they will be equivalent to a loss of 10 meals per person, or to some who are more dependent on the program, it represents the loss of one month's worth of meals per year.

The growing demands food banks face in our state point up these losses even more. In a survey just completed by the AAFB, 60% of the food banks in the state reported that they need more food to meet their demands for emergency food services. Local food box programs in the same survey listed their major sources of food as being churches, food bank warehouses, local grocers, and TEFAP! Knowing that more than 72,000 households per month in Arizona look to TEFAP as a supplemental source of food, members of the AAFB have endeavored to inform the public about the pending cuts(See Attachments #4, #5, and #6). We have tried to develop additional food resources in the past several months to replace the products to be lost through the TEFAP cutbacks, but have met with limited success. Replacing protein and dairy products is difficult at best. Those served by the TEFAP program and other food bank programs will be the ones hurt the most.

The growth in the demands for food bank services is reflected in the explosive population growth of Arizona, growing under-employment with many food box recipients being employed at minimum wage jobs, and many other economic factors, such as decline in the construciton industry, etc. Statistics show that the typical food box recipients in Arizona are white families headed by an unemployed or under-employed individual, with two children. They are not receiving any other form of public assistance and are residents of the community where they are seeking assistance. This dispells many myths about those who seek emergency food assistance. The 1987 AAFB Food Bank survey results show that of those who recieved food boxes in Arizona 11% are senior citizens, 32% are children under that age of 18, 54% do not receive any other type of public assistance, 25% are currently employed, 55% are white, 31% are Hispanic or of spanish heritage, 10% are Native American, and 3% are black. Of the total, 85% are residents of the communities where they apply for assistance. In addition, other information shows that in some areas of our state, 75% of those seeking emergency food boxes are awaiting food stamps, yet 58% of those who apply for food stamps in our state are denied.

In Arizona the working poor represent the fastest growing segment of the poverty population, and these are the people food banks are serving in increasing numbers. We continue to see nutritionally related deaths in our state, predominately among the elderly, due to calorie and protein deficiency, and at the same time realize that more and more elderly are coming to our doors for help. In 1986, 545,727 Arizonans lived at 150% of the federal poverty level or below, which represents 16.8% of the total population. We know that food banks served a good majority of these citizens(See Attachment #7). It seems like the problem is growing by leaps and bounds, yet our resources cannot keep pace. In 1987, food banks distributed 25% more food boxes to 21% more people than in 1986.

The food banks who are members of the AAFB are dealing with hungry people day-in and day-out. This is not a figment of someone's imagination. They are seeing the 4 year old boy who defined hunger as feeling "like someone running over your tummy with a skateboard." They talk to the unemployed construction worker who crys because he can't provide for his family and never "thought he'd have to come in for a food box." Food bankers are dealing with the grandmother who is trying to make ends meet on a fixed income and learning that she won't get cheese after April. They watch two and three year old toddlers eat grapefruit, which is the first thing they can get their hands on when their family walks out of the food bank with their food box full of food for three days. And they counsel with Native American leaders who ask what food they have to share with the people on their reservation who face a 75% unemployment rate and limited resources.

The fact remains that nearly every food bank in Arizona is understaffed, over-stretched in terms of resources, and working desperately to meet the needs of the hungry population they serve. Food bank staff and volunteers are the one who will have to tell hungry Arizonans there is no TEFAP cheese, milk, rice and honey in May. It won't be pleasant, and there doesn't seem to be any other choice.

We wonder, "Where does it stop?" At the federal level, we are told surpluses are down and funds may be limited. State legislatures are seeking to help, but struggle with their own budget deficits. Local and county governments support here and there. The private sector helps where it can, but not one has been able to solve the hunger crisis we are facing.

In light of all of this, it is essential that the network created by TEFAP be maintained in order to develop additional emergency food resources. This national system in a sense provides the equivalent to the military reserve to fight against hunger. When additional bonus commodities become available, this system would be in place, ready to distribute them to the needy. In the meantime, it could work to identify new sources of food, working to address in the most effective way possible each state's hunger problem.

I would also recommend Congressional exploration of additional ways to support and strengthen current hunger programs. Each domestic program that is in place is important. Barriers to participation need to be removed and those who need these forms of hunger assistance should have ready access to the programs and benefits.

I can tell you all the facts and figures about hunger, the new ideas and methods food bankers devise to deal with the increased demands on their programs, but the issue remains that there is HUNGER in our nation. And this hunger is at a level that is becoming critical in terms of our nation's strength and future. Please give it your most dedicated attention. Not for the food banks, but for the hungry children, men and women food banks serve.

I thank you for your time and attention. If there is any additional information I can provide to you, I hope you will call on me.

ASSOCIATION OF ARIZONA FOOD BANKS
P.O. Box 36368 • Phoenix, AZ 85067
(602) 252-9088
1-800-445-1914
An association of community food banks providing food for hungry Arizonans.

ATTACHMENT #1

ASSOCIATION OF ARIZONA FOOD BANKS

The Association of Arizona Food Banks is a non-profit organization of four major food bank warehouses throughout the state of Arizona. These large warehouses supply over 2.3 million pounds of food a month to stock the shelves of smaller food banks and pantries that serve hungry Arizonans.

Members of the Association of Arizona Food Banks include:

Community Food Bank (Tucson)	Serving southern Arizona
Northern Arizona Food Bank (Flagstaff)	Serving northern Arizona
United Food Bank (Mesa)	Serving central & eastern Arizona
Westside Food Bank (Sun City)	Serving central & western Arizona

These warehouses service a network of over 160 food banks and pantries throughout the entire state.

Since its founding in 1984, the purpose of the Association of Arizona Food Banks has been to work cooperatively to maximize the ability of food banks to feed hungry people. In line with that purpose, AAFB works every day to locate new sources of free or low cost food, to inform the public of the reality of hunger in the state, and to coordinate services so that duplication of effort is eliminated and efficiency is maximized. The Association sees to it that food surpluses are moved to areas where the need is desperate, and, above all, that every ounce of precious food stockpiles goes where it does the most good.

Some of the specific accomplishments of AAFB include the establishment of two large warehouses, Northern Arizona Food Bank in Flagstaff and Southeast Arizona Food Bank in Willcox; development of strong ties with the grocery industry; publication of a statewide food bank directory; coordination of bulk food purchases and organization of statewide food drives; sponsorship of an annual Hunger Conference; and obtaining funding for a new food distribution system entitled Emergency Services Network.

The integrative approach of the Association of Arizona Food Banks is unique in the nation. No other state has such coordination of its statewide system of food banking. The U.S. Dept. of Agriculture recently recognized the Arizona commodity distribution system of cheese and other products to the hungry as the most efficient in the nation. Arizona is on the leading edge of food banking in the country, utilizing the most up-to-date technology in food handling. The Association of Arizona Food Banks, with its innovative network of food banks, is "changing the face of hunger in Arizona."

10/87

MEMBERS AND BOARD

UNITED FOOD BANK
Mesa
Serving central and eastern Arizona
Represented by
[illegible], President
[illegible]

COMMUNITY FOOD BANK
Tucson
Serving southern Arizona
Represented by
[illegible], Vice-President
Charles "Punch" Woods

WESTSIDE FOOD BANK
Sun City
Serving central and western Arizona
Represented by
Bill [illegible], Treasurer
Bill [illegible]

NORTHERN ARIZONA FOOD BANK
Flagstaff
Serving northern Arizona
Represented by
[illegible], Secretary
Cecil [illegible]

MEMBER-AT-LARGE:
Paul [illegible]

ADVISORY COMMITTEE

Al [illegible], Committee Chairman
Bashas'

John [illegible]
Safeway Stores

Tom [illegible]
Smitty's Stores

Ed Hill
ABCO

David [illegible]
Bayless Markets

Carl [illegible]
Lucky Stores

[illegible]
Fleming Company

Jim [illegible]
Fry's Food Stores

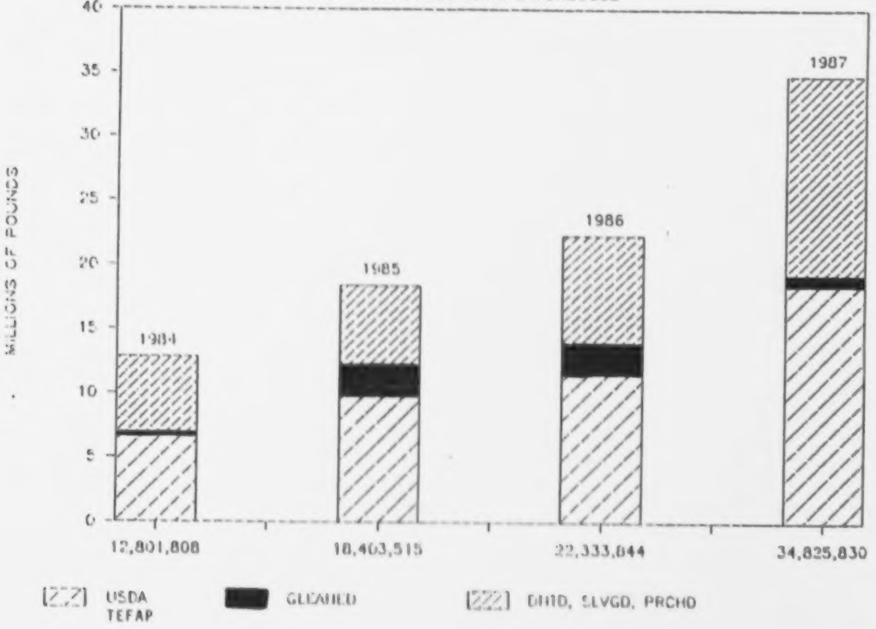
Gene Parker
Retired food industry executive

Art [illegible]
Retail Grocers' Association

Bob [illegible]
[illegible] Foods

FOOD DISTRIBUTION BY SOURCE 1984–87

BY ARIZONA FOOD BANK WAREHOUSES

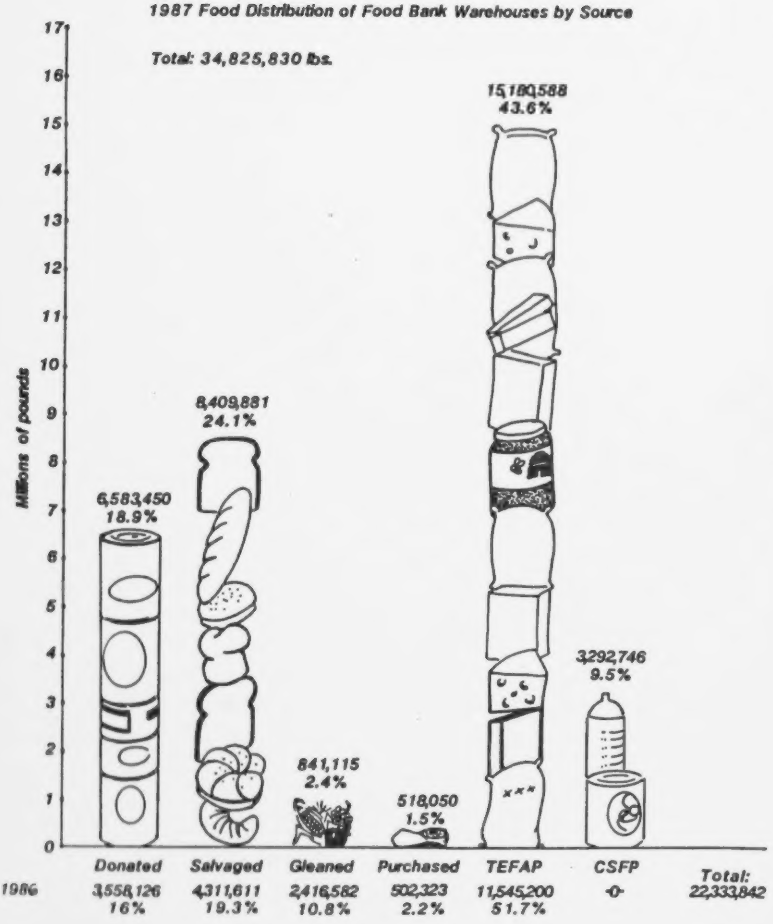


ATTACHMENT #2

02-26-88

Department of Economic Security
Community Services Administration

ATTACHMENT #3



1987 Food Distribution of Food Bank Warehouses by Source

Total: 34,825,830 lbs.

ATTACHMENT # 4

ATTENTION

COMMODITY RECIPIENTS:

The United State Department of Agriculture has announced that due to shortages of supply

CHEESE
NON-FAT DRY MILK
RICE
HONEY

will no longer be distributed after April, 1988

This is a national shortage and therefore, low-income households will not receive these surplus commodity products in the future. However, if supply levels exceed current estimates, every effort will be made to distribute these products to those in need.

For more information contact:

John W. Bode
Assistant Secretary
Food and Consumer Services
U.S. Department of Agriculture
14th and Independence Ave., S.W.
Washington, DC 20250

202-447-7711

R. Hicks Elmore
Regional Administrator
Food and Nutrition Services
Western Region
U.S. Department of Agriculture
550 Kearny St.
San Francisco, CA 94108

415-556-6357

YOUR CONGRESSIONAL DELEGATE

ATTACHMENT #5

ATENCIÓN

RECIPIENTES DE MERCANCÍA:

**El Departamento de Agricultura
de los Estados Unidos
ha anunciado que debido a las escasez
de provisiones**

QUESO

LECHE SECA DESCREMADA

ARROZ

MIEL

**no se va ha distribuir después de
Abril, 1988**

Esa es una escasez national y familias con bajos ingresos no recribirán de sobra los productos de mercancía en el futuro. Sin embargo, si provisiones exceden los presupuestos de corriente, todo esfuerzo se hará para distribuir estos productos a los que tengas necesidad.

Para mas información, comuniquese:

John W. Bode
Asistente Secretario
De Alimento y Consumidor
El Departamento de Agricultura
14th and Independence Ave., S.W.
Washington, DC 20250

202-447-7711

R. Hicks Elmore
Administrador Regional
De Alimento y Nutrición
Región del Oeste
El Departamento de Agricultura
550 Kearny St.
San Francisco, CA 94108

415-556-6357

**SUS OFICIANS
DE CONGRESO EN
WASHINGTON, D.C.**

ATTACHMENT #6

Contact: Ginny Hildebrand
Assoc. of AZ Food Banks
P. O. Box 36368
Phoenix, AZ 85067
602-252-9088(Phx or out state)
1-800-445-1914(Arizona only)

FOR IMMEDIATE RELEASE

HUNGRY ARIZONANS FACE 50% LOSS IN FOOD RESOURCES

December 15, 1987, Phoenix, AZ — Drastic cuts have been announced in the Temporary Emergency Food Assistance Program(TEFAP) by the Food and Nutrition Service of the United States Department of Agriculture(USDA). Food bankers from throughout Arizona met this week to discuss these cuts and the impact that will be felt.

TEFAP food in Arizona represents 15 million pounds of food annually or almost 50% of all food distributed by food banks. TEFAP goes to an average of 74,000 Arizona households a month. Reductions amounting to approximately 5.7 million pounds of product(cheese, non-fat dry milk, rice and honey) are scheduled in Arizona. These types of decreases cannot easily be restored to the emergency and supplemental food distribution system in the state.

Maury Jones, President of the Association of Arizona Food Banks and Chairman of the Arizona Hunger Advisory Council of the Department of Economic Security, who chairs the informal coalition of food bankers, said, "If these estimates are accurate, hungry people in Arizona will suffer greatly, along with the more than 15 million Americans who benefit from TEFAP."

TEFAP is the only national program of its type, targeted to provide food directly to low income persons for emergency and ongoing nutritional needs. The loss of this food source leaves food banks in Arizona without sufficient resources to meet the needs of those persons currently served by TEFAP.

(more)

A survey commissioned by Congress and prepared for the USDA in 1987 on TEFAP showed 38% of the households receiving TEFAP nationally are headed by a person 60 years old or more and 48% of all households receiving TEFAP products have children younger than 18. Among TEFAP recipients nationwide, the survey reported, 41% report TEFAP products are a regular source of food.

USDA reports provided to the food bankers estimate the staple items of TEFAP: cheese, non-fat dry milk, rice and honey, will no longer be distributed to low income Arizonans through this program after April, 1988, due to shortages of product. Products that will be available through TEFAP during the 1988 year are cornmeal, flour, and butter.

The six major food bank warehouses in the state have taken the primary responsibility to develop a network of over 350 distribution locations statewide to meet the hunger needs of children, adults, and senior citizens that this program serves.

Of particular concern is the loss of the cheese and non-fat dry milk, because of their protein value, which is not easily obtained elsewhere for those in need.

The estimated decreases will bring TEFAP national distribution levels from 1,014,382,158 pounds of food in fiscal year 1987 to 660,000,000 pounds in fiscal year 1988, a 50% reduction in distribution of product.

The USDA reports indicate firm product availability figures will be released to states in late January or early February. However, food bankers throughout the state are beginning now to search for additional food resources to fill in the gap created by the loss of the TEFAP products.

Those organizations attending the food bankers coalition included volunteers from the following: Association of Arizona Food Banks, Tucson Community Food Bank,

(more)

Arizona Hunger/Homeless Action Partnership, Flagstaff Northern Arizona Food Bank, Department of Economic Security-Community Services Administration, St. Mary's Food Bank, St. Vincent de Paul Society, Southeast ARizona Food Bank in Willcox, Mesa United Food Bank, and Westside Food BAnk-Sun City/Surprise.

Concern was expressed by all attending the meeting in Phoenix about the operation of the TEFAP program in the next three months and the future continuation of the program as a whole.

Comments or questions regarding the estimated cuts should be directed to:

John W. Bode
Assistant Secretary
Food and Consumer Services
United States Dept. of Agriculture
14th and Independence Avenue, S. W.
Washington, DC 20250

Ph: 202-447-7711

or

R. Hicks Elmore
Regional Administrator
Food and Nutrition Services
Western Region
United States Dept. of Agriculture
550 Kearny St.
San Francisco, CA 94108

Ph: 415-556-6357

or the Arizona Congressional delegation.

(30)

ATTACHMENT #7

BRIEFING SHEET

POVERTY IN ARIZONA: A PEOPLE'S PERSPECTIVE

STATISTICS FOR MARICOPA COUNTY AND THE STATE OF ARIZONA (EXCLUDING INDIAN RESERVATIONS)

	MARICOPA COUNTY		ARIZONA		County as
	No.	%	No.	%	% of State
Poverty Population (0-100%)	154,831	10.3	296,301	11.4	52.25
100-150% of Poverty	125,114	8.3	249,426	9.5	50.16
Total Population at Risk (Eligible for Services)	279,945	18.6	545,727	20.8	51.30
1986 Est. of Poverty (0-100%)	185,319	?	?	12.9	
Families in Poverty	21,386	10.4	41,317	11.6	51.76
Female Heads of Household in Poverty	9,431	29.1	17,565	32.5	53.69

* Poverty by Age

	MARICOPA COUNTY		ARIZONA		County as
	Approx. #	%	Approx. #	%	% of State
16 & under	47,223	30.5	92,743	31.3	51
16-21	26,166	16.9	45,927	15.5	57
21 & under	73,389	47.4	138,670	46.8	53
22-39	39,637	25.6	74,373	25.1	
40-54	13,470	8.7	27,260	9.2	
55-64	11,303	7.3	23,111	7.8	
22 - 64	64,410	41.6	124,744	42.1	52
65-74	9,445	6.1	19,260	6.5	
75 & Over	7,432	4.8	13,927	4.7	
65 & Over	16,877	10.9	33,187	11.2	52

* Poverty by Race

White	110,548	71.4	214,819	72.5	51
Black	12,695	8.2	18,963	6.4	67
Native-American	5,264	3.4	11,259	3.8	47
Other (Spanish Origin, Hispanic)	24,153	15.6	47,408	16.0	51
Asian/Pacific Islander	2,168	1.4	3,852	1.3	57

* Estimates from % not from the actual # - use rounded numbers only.

Courtesy of the City of Phoenix, Human Resources Department 2/88
Based on estimates of population growth.

STATEMENT OF MARY JO HENNY, ARIZONA DEPARTMENT OF ECONOMIC SECURITY, STATE COORDINATOR, ARIZONA COMMUNITY SERVICES ADMINISTRATION

Ms. **Henny**. Thank you, Mr. Chairman. I am not going to read the prepared testimony. You have it in front of you. I would ask that it be part of the record.

The **Chairman**. Without objection, so ordered.

Ms. **Henny**. I am the State coordinator for TEFAP. I'm the public part of this private and public partnership.

We work together, not just with TEFAP, but with all the other programs. The message I would like to clearly reiterate is the message that's been very well stated by my colleagues in prior testimony. Please look at the TEFAP Program and build on the success that has emanated from this program, the volunteer network, the ability of the private sector and the volunteer sector, in terms of time, transportation, distribution, so as to be able to mobilize resources to provide food to hungry people.

The other thing that I would really encourage you to do, please don't pit one program against the other and don't rob Peter to pay Paul.

We support the School Lunch Program. We support the Commodity Supplemental Food Program, the WIC Program, all the other programs.

The **Chairman**. Thank you for saying that. And I hope everybody will listen to what you just said on these matters. Because that often is the feeling that goes on, that we've got to see which one is most deserving, which one crowds out the others. Thank you for making that point.

Ms. **Henny**. I think one analogy is to look at various branches of our military, you don't buy one airplane to meet all the mission needs of that particular branch of the military.

You need a lot of food and nutrition programs to meet different needs for different people. What I would urge you to do is look at ways of coordinating these programs more effectively among each other and getting the food in any way, shape or form out to the hungry people. Thank you very much.

The **Chairman**. Without objection, the statement of Mary Jo Henny will be placed in the record in its entirety at this point.

[The prepared statement of Ms. Mary Jo Henny follows:]

Mary Jo Henny, Arizona Department of Economic Security, March 1, 1988
Testimony To The Senate Committee on Agriculture, Nutrition and Forestry
On Hunger in America and Food Distribution Programs

The Temporary Emergency Food Assistance Program (TEFAP) is a victim of its own success. In order to understand this statement, I want to tell you first about the TEFAP in Arizona since the program was authorized by Congress in 1983. Only by understanding what has been accomplished by the Arizona TEFAP can one fully grasp the potential loss.

From 1983 to October, 1985, the Arizona TEFAP was administered by the Department of Education (DOE). A combination of circumstances led the DOE and the Department of Economic Security (DES) to conclude that the TEFAP should be transferred to DES. By mutual agreement, the departments requested that the Governor transfer the TEFAP to DES effective October, 1985. The major circumstances were:

- An announcement, in April, 1985, by DOE to Arizona TEFAP distributors that federal funding would be exhausted by May and DOE would discontinue the TEFAP in Arizona.
- The provision of funds by DES to DOE, through an intergovernmental agreement, to continue program operations in all counties with the exception of Pima and Maricopa Counties.
- A "pilot" project in Pima and Maricopa Counties, developed by the food bank warehouses, DOE and DES, which included direct commodity shipment from USDA to the food bank warehouses in those counties.
- The involvement of DES with the food banks and the Association of Arizona Food Banks (AAFB) which had been in existence for over two years and which had created a strong public/private partnership.

When the TEFAP was transferred to DES, Community Services Administration (CSA) was designated as the departmental office responsible for the program. CSA had already developed a "partnership" with the food banks and AAFB by providing funding for statewide food bank coordination. This cooperative relationship began in 1982 when the department and the food banks realized that by working together a food distribution network could be developed to maximize resources and provide cost effective services to more needy families and individuals. This partnership has expanded far beyond the original concept and includes other programs and organizations. The Arizona TEFAP is an important part of this network.

Through contracts with DES, the six large food bank warehouses receive direct shipments of commodities from USDA. The food bank warehouses store and distribute commodities to more than 250 "secondary" agencies around the state. These secondaries are usually private and public nonprofit organizations such as churches, small food banks, and Community Action Programs. The secondaries distribute the product to recipients with the help of volunteers.

It is estimated that in any given month, over 1,000 volunteers who provide more than 4,000 volunteer hours distribute TEFAP commodities. Currently, about 72,000 low-income households (or 288,000 individuals) in Arizona receive commodities each month. This represents nearly nine percent of the Arizona population. Arizona distributed over 11.5 million pounds of TEFAP commodities in FY1986 and more than 15 million pounds of product in FY1987.

The obvious benefits of the TEFAP are the reduction of USDA surplus commodities with a corresponding reduction of federal storage costs, and the provision of supplemental food to the needy. TEFAP has also been an effective mechanism to develop and strengthen the Arizona food bank system. For example, the administrative funds have provided the food banks with storage and distribution equipment such as pallet racks, fork lifts, and walk-in coolers. Funds have also paid for TEFAP-related operating costs at the food banks. This has had the effect of allowing the food banks to use other resources for the purchase of food as well as such activities as the development of statewide gleaning and food donation efforts.

Another benefit of the Arizona TEFAP within this infrastructure has been the creation of a large pool of volunteers in communities all over the state. Through this program, communities have become aware of the needy in their area and the issue of hunger. Due to the expanded service areas of the food bank warehouses via the TEFAP, these organizations also are involved in providing food resources, including USDA commodities, to rural Arizona. This particularly includes those communities on the Indian Reservations.

The private nonprofit food banks and the state agency have developed a strong relationship not only with each other but also with the private business sector. In many communities, cold and dry storage is provided free of charge by grocers and warehouses, and local businesses donate distribution space, transportation, and printing services. These business people also have a new awareness of the hunger needs in their community.

TEFAP has been effective in Arizona for all of the above reasons. The loss of cheese, honey, rice, and dry milk represents a 75% reduction of TEFAP product in Arizona. Based on 1987 data, this loss equates to 11 million pounds of product or about $9,000,000 worth of food. This impacts the low-income households and, in particular, two very vulnerable populations—the elderly and children. As reported to Congress in the April, 1987, nationwide TEFAP study, "A Study of the Temporary Emergency Food Assistance Program", of those households receiving TEFAP product:

- 38% were headed by someone over 60 years of age,
- 48% of the households had children under 18 years of age,
- 75% of the households fall at or below the poverty threshold,
- 41% of the households receive food stamps, and
- 41% of the households view TEFAP as a regular food source.

Along with the loss of product is concern about the loss of the administrative funding. This places the food bank system in double jeopardy by reducing both food and funding resources. The food banks would be unable to develop innovative approaches for food resourcing such as gleaning since funds and efforts would focus on maintenance of reduced service. Arizona food banks prove their cost effectiveness by operating at a cost of 1¢ to 2¢ per pound of food distributed. For every dollar spent by the food banks, over $15 of food is distributed.

As a direct and indirect result of the TEFAP in the past four years, Arizona can cite the many accomplishments. Here are just a few:

- The opening of two food bank warehouses in rural areas of Arizona,
- the appropriation of $130,000 by the state legislature to support the food bank network,
- the appointment of a statewide Advisory Council on Hunger, which is in the process of compiling a state hunger report,
- the creation of a statewide transportation network,
- the development of intra- and inter-state gleaning programs and food preservation projects,
- two new food bank warehouses built specifically as food bank facilities (and cited as "models" for the rest of the nation by USDA and Second Harvest),
- annual statewide hunger conferences for the past five years, and
- the establishment of a Section on Hunger at DES for the purpose of addressing the issue of hunger and providing coordination and assistance to public and private agencies about hunger and food and nutrition programs.

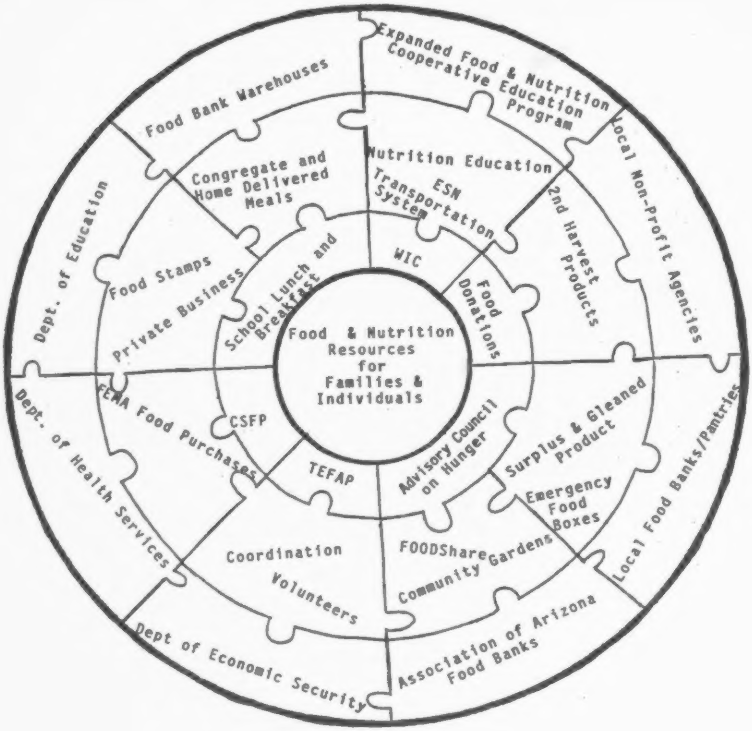
Arizona recognizes and values the TEFAP and we are proud of the public/private partnership which has become far more than just a cliche. We urge the Committee to build on the TEFAP success by reauthorizing the program, protecting the administrative funding and, with some of the cost savings realized by USDA through the reduced product acquisition, storage, and transportation expenses, explore innovative approaches to support the food bank system in this nation. Just as the Air Force requires various types of airplanes to meet its diverse needs, the food and nutrition needs of Americans require a variety of programs. We urge the Committee to support and strengthen all food and nutrition programs.

Concerned response from the community to my office has been overwhelming and, in closing, I want to share with you an experience I had recently when I visited a TEFAP distribution site. A young mother was picking up commodities. She was carrying a baby and had a little boy who was about two years old. The little boy was crying and when a volunteer picked him up, the mother apologized for his behavior. Then she said, "But you see, it's really not his fault. He hasn't eaten since yesterday." This was in downtown Phoenix and it was noontime. We do need to keep this valuable and effective system in place.

Thank you for your time and attention. As you proceed with the issue of hunger, please contact me if I can be of assistance.

C00026MH.58

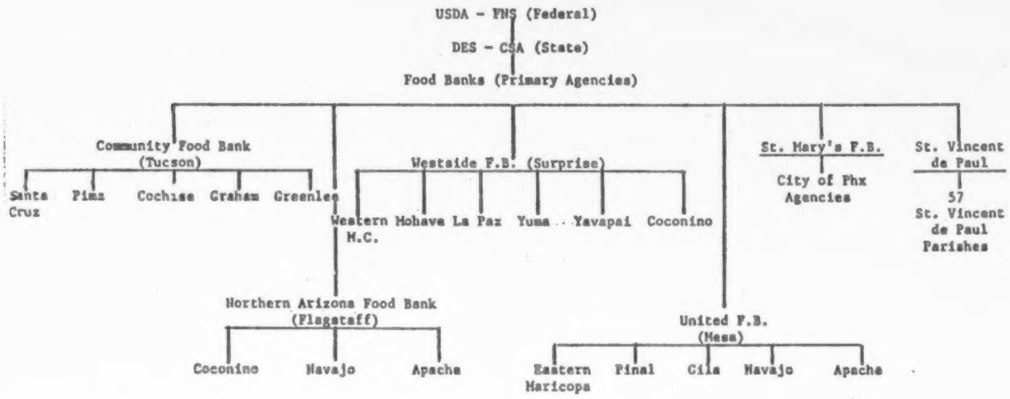
ARIZONA'S FOOD AND NUTRITION NETWORK


Food & Nutrition Resources for Families & Individuals
WIC
Food Donations
Advisory Council on Hunger
TEFAP
CSFP
School Lunch and Breakfast
Nutrition Education
ESN Transportation System
2nd Harvest Products
Surplus & Gleaned Product
Emergency Food Boxes
FOODShare Community Gardens
Coordination
Volunteers
FEMA Food Purchases
Food Stamps
Private Business
Congregate and Home Delivered Meals
Food Bank Warehouses
Expanded Food & Nutrition Cooperative Education Program
Local Non-Profit Agencies
Local Food Banks/Pantries
Association of Arizona Food Banks
Dept of Economic Security
Dept. of Health Services
Dept. of Education

02-25-88

Department of Economic Security
Community Services Administration

TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM - FUNCTIONAL RELATIONSHIP CHART

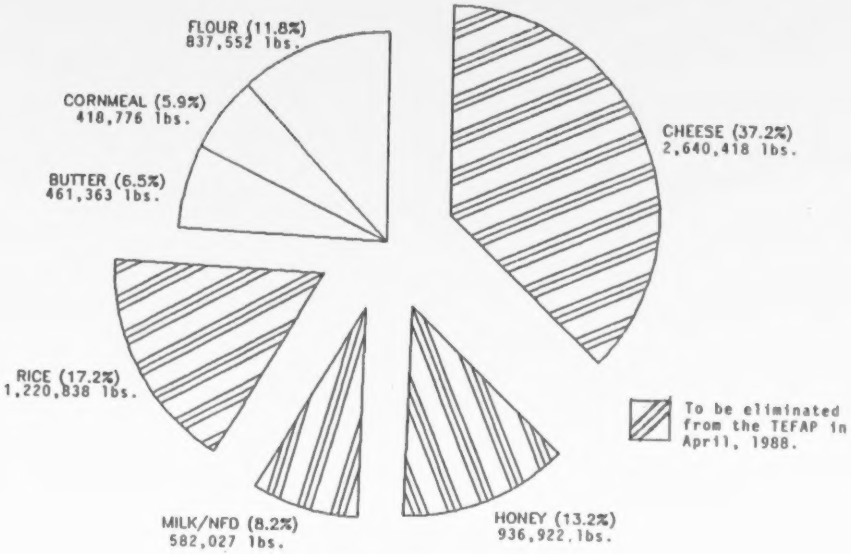

USDA - FNS (Federal)
DES - CSA (State)
Food Banks (Primary Agencies)
Community Food Bank (Tucson)
Santa Cruz
Pima
Cochise
Graham
Greenlee
Westside F.B. (Surprise)
Western M.C.
Mohave
La Paz
Yuma
Yavapai
Coconino
St. Mary's F.B.
City of Phx Agencies
St. Vincent de Paul
57 St. Vincent de Paul Parishes
Northern Arizona Food Bank (Flagstaff)
Coconino
Navajo
Apache
United F.B. (Mesa)
Eastern Maricopa
Pinal
Gila
Navajo
Apache

02-26-88

Department of Economic Security
Community Services Administration

AZ TEFAP

TYPE OF COMMODITIES DISTRIBUTED



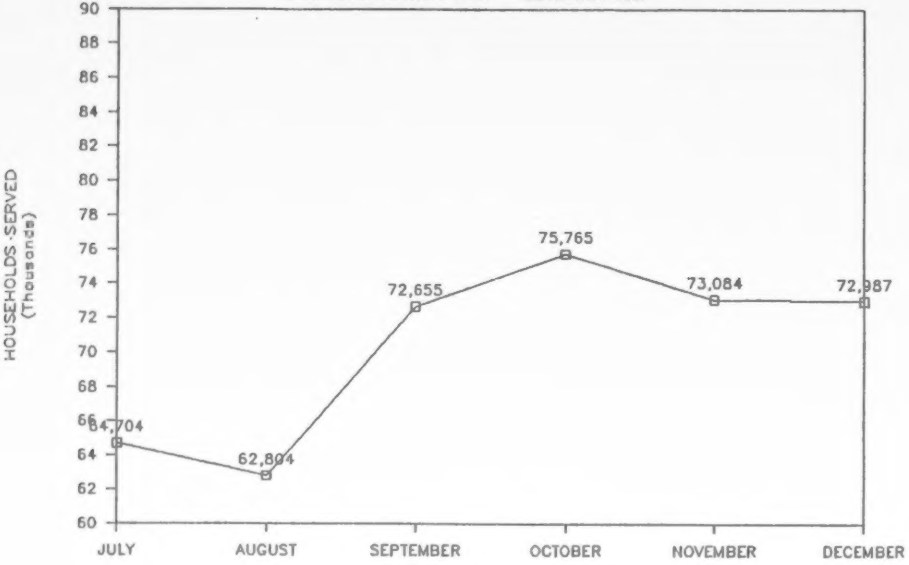
JULY - DECEMBER, 1987

01-26-88

Department of Economic Security
Community Services Administration

ARIZONA – TEFAP

HOUSEHOLDS SERVED: JULY – DECEMBER 1987



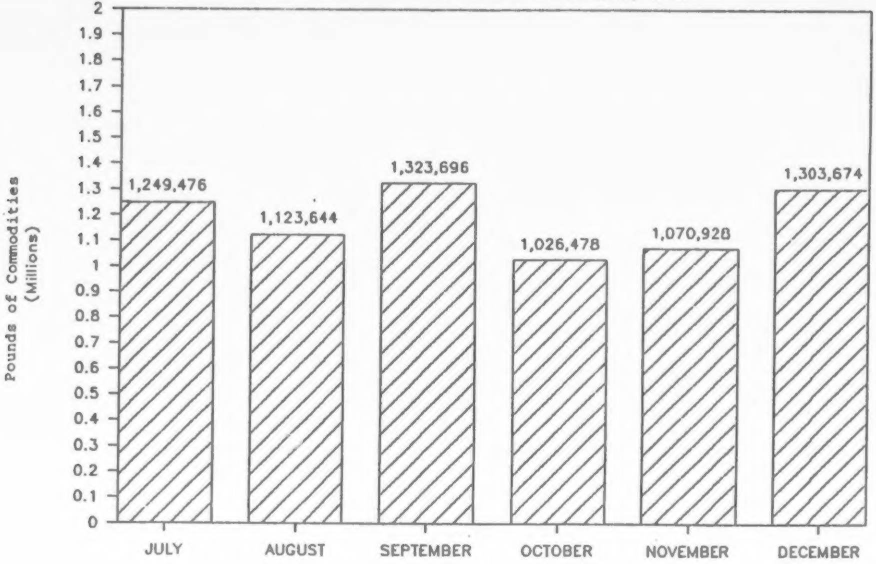
TOTAL HOUSEHOLDS SERVED = 421,999

01-26-88

Department of Economic Security
Community Services Administration

ARIZONA — TEFAP

COMMODITIES RECEIVED: JULY - DECEMBER, 1987



Total Pounds Received: 7,097,896

Department of Economic Security
Community Services Administration

02-02-88

[illegible]

ARIZONA DEPARTMENT OF ECONOMIC SECURITY
Temporary Emergency Food Assistance Program (TEFAP)

ELIGIBILITY GUIDELINES

(Español en el reverso)

Eligibility to receive USDA commodities under TEFAP must be based on ONE of the following criteria.

CRITERIA

Receipt of:

1. AFDC *(Aid to Families with Dependent Children)*
   EA *(Emergency Assistance)*
   GA *(General Assistance)*
2. AHCCCS *(Arizona Health Care Cost Containment System)*
3. FS *(Food Stamps)*
4. SSI *(Supplementary Security Income)*

*5. Emergency/Crisis

*6. Low Income

HOUSEHOLD INCOME LEVEL

Based on 150% of Poverty Income Guidelines established by federal government. ***(Federal Register, Vol. 52, #34, February 20, 1987, pg. 5341.)***

Household Size	Current Monthly Income	Household Size	Current Monthly Income
1	$ 688	5	$1,638
2	925	6	1,875
3	1,163	7	2,113
4	1,400	8	2,350

(For each additional person, add $238 per month.)

*DEFINITIONS:

Emergency/Crisis - An emergency situation where no funds are available to purchase food. Food will be given to the household, however, emergency situation and its cause must be documented by the distribution site and entered on the application.

Low Income - Income includes all salaries or wages *(before deductions)*, earnings from self employment, social security, public assistance, unemployment insurance, child support, alimony, retirement benefits or any other source. Also interest or dividends *(savings accounts, stocks, bonds are not considered income)*. Total income may be adjusted due to an unusual medical expense paid during the month, however, proof of such an expense is required.

Revised 07-20-87

[illegible]

ARIZONA DEPARTMENT OF ECONOMIC SECURITY
Temporary Emergency Food Assistance Program *(TEFAP)*

REQUISITOS DE ELEGIBILIDAD

(English on front)

La elegibilidad para recibir comestibles de USDA bajo TEFAP ***(Programa de asistencia temporal cuando existe una emergencia por comida)*** **se basa en UNO de los siguientes requisitos:**

REQUISITOS

Recibir asistencia de:

1. AFDC *(Asistencia a familias con niños dependientes)*
   EA *(Asistencia de emergencia)*
   GA *(Asistencia general)*

2. AHCCCS *(Plan médico)*

3. FS *(Estampillas de comida)*

4. SSI *(Ingreso de seguro suplemental)*

*5. Emergencia/Crisis

*6. Pocos ingresos

NIVEL DE INGRESO DEL HOGAR

Se basa en el 150% de las guias establecidas por el gobierno federal para designar Ingreso A Nivel de Probreza ***(Registro Federal, Vol. 52, #34, de febrero 20, 1987, pag. 5341).***

Personas en el Hogar	Ingreso Mensual Vigente	Personas en el Hogar	Ingreso Mensual Vigente
1	$ 688	5	$1,638
2	925	6	1,875
3	1,163	7	2,113
4	1,400	8	2,350

(Para cada persona adiciona, añádase $238 por mes.)

*DEFINICIONES:

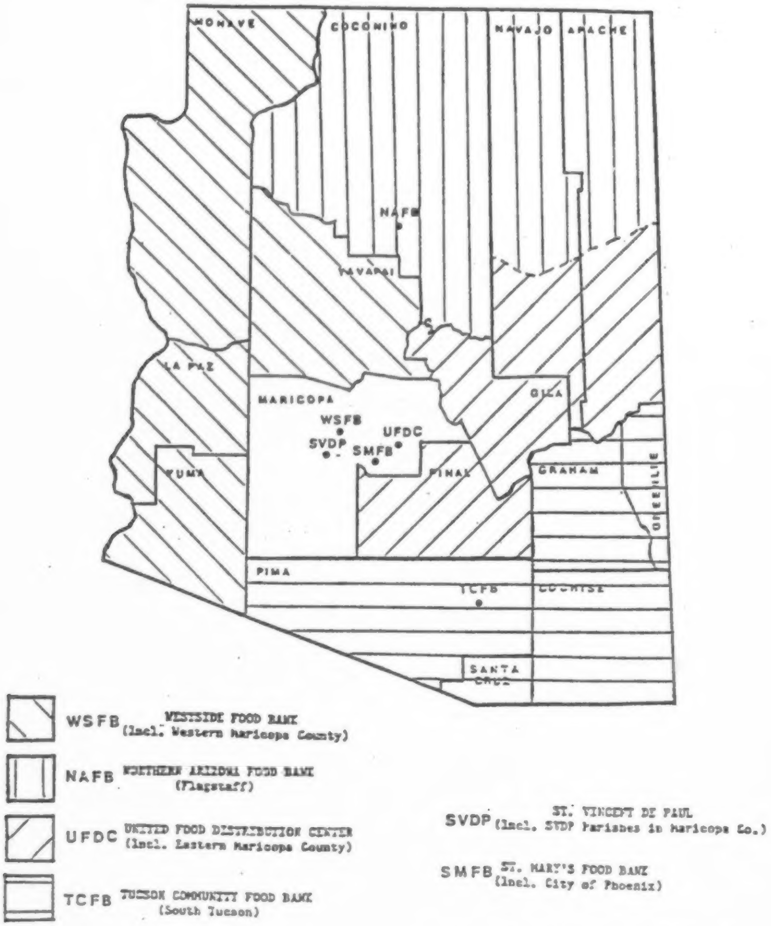
Emergencia/Crisis - Una situación de emergencia donde no existen recursos para comprar comida. Se le dará comida al hogar; sin embargo, se requiere que el centro de distribución documente en la solicitud cual es la emergencia y que la causó.

Pocos Ingresos - El ingreso incluye todo salario, pago *(antes de las deducciones)*, entradas cuando se trabaja por cuenta propia, seguro social, asistencia de bienestar público, seguro de desempleo, sustento de niños, pagos a ex-esposas, beneficios de jubilación y cualquier otro recurso. También interés o dividendos *(cuentas de ahorro, acciones y bonos no se consideran ingreso)*. Cuando existen gastos médicos extraordinarios se puede ajustar el ingreso total por ese mes, pero se requiere prueba de dicho gasto.

Revised 07-20-87

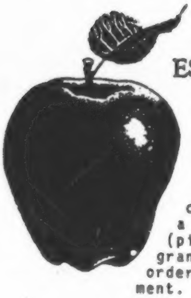
ARIZONA TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM

FOOD BANK WAREHOUSES - LOCATIONS AND SERVICE AREAS


MOHAVE
COCONINO
NAVAJO
APACHE
NAFB
YAVAPAI
LA PAZ
MARICOPA
WSFB
SVDP
UFDC
SMFB
PINAL
GILA
YUMA
GRAHAM
GREENLEE
PIMA
TCFB
COCHISE
SANTA CRUZ
WSFB WESTSIDE FOOD BANK (Incl. Western Maricopa County)
NAFB NORTHERN ARIZONA FOOD BANK (Flagstaff)
UFDC UNITED FOOD DISTRIBUTION CENTER (Incl. Eastern Maricopa County)
TCFB TUCSON COMMUNITY FOOD BANK (South Tucson)
SVDP ST. VINCENT DE PAUL (Incl. SVDP Parishes in Maricopa Co.)
SMFB ST. MARY'S FOOD BANK (Incl. City of Phoenix)

07-01-87

Department of Economic Security



ESN/USA: A FRESH IDEA IN FOOD BANKING

ESN/USA is the food bank transportation network developed in Arizona and operated by the Arizona Hunger Care Network of Westside Food Bank.

In late summer of 1987, sufficient funds were collected to make the purchase of the tractor, a 1987 Freightliner, conventional, tandem unit. (pictured below). Following another significant grant, the 47 foot, refrigerated trailer was also ordered. The trailer is also a new piece of equipment. The funding was a result of corporate and public grants totalling $98,875.

ARIZONA HUNGER CARE NETWORK
WESTSIDE FOOD BANK
P.O. BOX 1310
SUN CITY, ARIZONA 85372

In addition to the purchased components, two used trailers have been put into service in the network. One is a donated trailer from Ryder Truck Rental - the other is loaned for a year by the Swift Transport Company in Phoenix. Both of these units were acquired through the efforts of Senator John McCain and his staff.

It is estimated that ESN/USA will transport 8 million pounds of product during the first year of operation (beginning November, 1987) and travel more than 100,00 miles. This product includes United States Department of Agriculture (USDA) commodities, 2nd Harvest products and donated, gleaned and purchased food.

Inconjunction with the transportation project, the Department of Economic Security (DES) is providing state funds for a state wide, toll free, "donor hot line". Since its beginning in July, 1987, over 70,000 pounds of food have been donated as a result of this hotline.

The **Chairman**. Senator Melcher.

Senator **Melcher**. I have been scanning through the prepared testimony as you have been making your remarks and I am impressed with the penetration that TEFAP has made.

You have a Western State. We have a Western State. You produce significant quantities of food in the irrigated part of Arizona and some of the drylands.

We produce significant amounts of food and, yet, we each have plenty of people who simply do not have adequate nutrition and TEFAP has proven to be one of the ways to supplement nutritional requirements of the poor people.

I like both sets of testimony from each of you. I thank you for it. I thank all the people who are engaged in food banks and TEFAP and all the other nutritional programs.

I think it is a problem that we can overcome if we are going to do it with a mix of private and Government assistance. You very adequately described that as the case in Arizona. Thank you very much.

The **Chairman**. Senator Boschwitz.

Senator **Boschwitz**. I would say to Ms. Henny that I wouldn't really look to the military as being much of a guide for coordination of programs. [Laughter.]

I agree that the TEFAP Program—as my friend from Montana has just said—has had some pretty good penetration. And I note with some interest on your letterhead that your advisory committee to the Association of Arizona Food Banks includes folks from what appear to be most of the supermarket chains in your neck of the woods.

But there is often testimony here about displacement, particularly from members of the administration, and that if you distribute these commodities you are, in effect, giving to some people who would purchase at for example, Bashas. Is that a food chain?

Ms. **Hildebrand**. Yes, that's one of our major chains in Arizona.

Senator **Boschwitz**. I see the Retail Grocers Association is represented on your board as well. What is their attitude toward the TEFAP Program?

Ms. **Hildebrand**. Our advisory committee, Senator Boschwitz, is an important arm of what we do in Arizona. They have been very supportive not only of food banking, but also of the TEFAP Program.

I am not under the impression that they feel any strong displacement of their sales as a result of the growth of the TEFAP Program and the distribution of those products.

We value their relationship very highly and what they have brought to our networking concept has been significant to say the least.

Senator **Boschwitz**. I have an appointment waiting for me in my office now. But my staff will stay in the event I leave. I would appreciate the other witnesses addressing displacement, because that's an argument that's often raised in this whole matter. Thanks.

The **Chairman**. I should note that when Senator Boschwitz says his staff will remain, you understand that most Senators, after a relatively short time here, realize we are but Constitutional impediments to our staff. [Laughter.]

They are really the ones who run things. Actually all of us could leave and if you stayed with the superb staff we have working on these issues, you would probably be even better off.

Senator BOSCHWITZ. I would say to the Chairman that it is one thing to say these things in private but to admit to the world at large that we are governed and driven by our staff. [Laughter.]

The CHAIRMAN. I am sure I will find that statement coming back to haunt me at some inappropriate time, which is usually where my smart-alecky statements do come back to haunt me. Thank you both very much.

I would ask Marshall Matz, who is no stranger to this committee, to come forward and introduce the American School Food Service Association.

I would also note for the record that in the years I have been on this committee, now my 14th year, Mr. Matz has served both as a staff member and as a wise counselor to the committee, and without the fear of embarrassing a good friend, I would note that he is one that I go to, for advice constantly. I find that advice very substantive and advice that I can rely upon. So, having said that Marshall, we are glad to have you here.

Senator BOSCHWITZ. I might say to the Chairman that since we live close to one another out in Virginia that he is a neighbor. He lives a few houses away. In fact, it's a very interesting thing. He's sort of equidistant between Senator Leahy's house and mine. We consider him to be the demilitarized zone. [Laughter.]

The CHAIRMAN. He's the one who has to try to bring us together and often does.

Mr. MATZ. We've always looked at nutrition as a bipartisan issue, Senator.

The CHAIRMAN. That's as it should be and often is and, in fact, it is in this committee especially.

Mr. MATZ. Mr. Chairman, thank you, Senator Boschwitz, Senator Melcher. I am delighted to present to you today the leadership of the American School Food Service Association. Jane Wynn from Broward County; Shirley Watkins our president-elect from Memphis Tennessee; and Mary Klatko, Chairman of our Legislative Committee from Howard County, Maryland.

Joining us at the table is Mr. Charlie Hughes from New York City, with AFSCME, a key allied organization and one that we work closely with.

Jane Wynn will be presenting the statement on behalf of the panel. We have only one statement. Thank you.

The CHAIRMAN. Thank you.

STATEMENT OF JANE WYNN, PRESIDENT, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION, BROWARD COUNTY, FL; ACCOMPANIED BY SHIRLEY WATKINS, PRESIDENT-ELECT, MEMPHIS, TN; MARY KLATKO, CHAIRMAN, LEGISLATIVE COMMITTEE, HOWARD COUNTY, MD; AND CHARLES HUGHES, CHAIRPERSON, AFSCME SCHOOL EMPLOYEE ADVISORY COMMITTEE AND PRESIDENT, LOCAL 372, BOARD OF EDUCATION EMPLOYEES, DISTRICT COUNCIL 37, NEW YORK CITY

Ms. WYNN. Thank you very much.

I appreciate the opportunity to be here to talk to you today on behalf of the American School Food Service Association.

You have our prepared testimony and I would like to highlight the subjects of our prepared statement.

COMMODITY LEGISLATION

First of all, I would like to thank you very much, the members of this committee, for your successful legislative effort to improve the Commodity Distribution Program.

We are going to carefully monitor those improvements, because we know they are going to help us in our effort to serve quality meals to children.

NUTRITIONAL QUALITY OF SCHOOL MEALS

Also, along that same line, in the area of improving the quality of our meals, you will notice that in our statement we do ask the Congress to require a study on how to apply the USDA/HHS dietary guidelines to children.

The recommended dietary guidelines have been a wonderful help to us in the schools in making us aware of the need to reduce fat, salt, and sugar in diets.

However, we are beginning to see that quantitative measures are being applied to not only menus, but to specific food items and that's a concern for us, because there's no research available to back up these quantities and we feel that when we start this kind of adjustment of diets for children, we need facts and we hope that you will look favorably on our suggestion that this study be made.

INSTITUTE ON SCHOOL FOOD SERVICE MANAGEMENT

Last year's appropriation bill earmarked $50,000 for a feasibility study to establish a school food service management institute within the USDA, Food and Nutrition Service.

We believe that such an institute is extremely important to the long range development of the child nutrition programs. We would appreciate this committee expressing its support for the institute to the Committee on Appropriations.

PROGRAM REAUTHORIZATION AND FUNDING

We want to call your attention to the fact that there are five child nutrition programs that expire at the end of fiscal year 1989. We think it might be prudent to consider reauthorizing these programs this year in 1988 so as to avoid the press of legislative activity that usually accompanies the first year of a new Presidential term.

Whether or not there is a reauthorization bill this year, we would like to suggest one amendment to the National School Lunch Act and that is to sever the length between food stamps and the Free Lunch Program.[4]

Section 803 of the McKinney Homeless Act changed the annual update in food stamp guidelines from July 1 of each year to October 1 of each year. This section could have a very unintended and prejudicial effect on the National School Lunch Program.

We would like legislation to move the annual update for School Lunch Program back to July 1. We understand that perhaps that has already been considered.

I would like to mention at this point the domino effect that does take place when, as one of the prior witnesses mentioned, there is the difficulty in establishing and maintaining food stamp eligibility.

As you know, many of our students in schools receive their free lunch based on food stamp eligibility, categorical eligibility.

When they do have difficulty in establishing eligibility either because of the difficulty in reading the application or in the frequency of reauthorizing the eligibility, it does affect their ability to get food stamps in that home, and also the ability of those children to receive free meals at school.

I would also like to mention three items that do not appear in the prepared testimony. We are delighted to hear of the pending introduction of the Hunger Relief Act. One of those bills will provide an additional 3 cents for school breakfasts that are being served, and this will be very valuable. It will allow us throughout this country to improve the nutritional quality of the meals.

But another thing it will do is to encourage the expansion of the School Breakfast Program, make it more attractive to districts who perhaps have been reluctant to enter into the breakfast program, and for those of us who have had a great expansion of the breakfast program in the past few years, we will have no problem in documenting for you the effectiveness of that program.

I want to speak just a moment about the NET funding——

The CHAIRMAN. I think it applies to the poorest. I think its application has been particularly useful by applying school breakfasts to the poorest students.

Ms. WYNN. Absolutely. Right.

In last year's appropriations bill, both the House and the Senate included $5 million for the Nutrition Education and Training Program and $9 million for audits in the Child Care Feeding Program.

Even though this money was included in both the House and Senate versions of the legislation, the money was deleted in the conference. It is our understanding that this was an unintentional oversight, a drafting error.

It is very important that this error be corrected. And we would appreciate this committee contacting the Senate Appropriations

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[4] See page 373.

Committee so that we might correct this oversight in the first available vehicle.

We have heard a lot today about bonus commodities. I would like to bring to your attention that in the schools and the States we have been informed that bonus commodities that we will receive this year have been capped at last year's level and the amount that will be received next year is really unknown at this time.

We currently receive approximately 10 cents a meal in bonus commodities. We're not suggesting that we get a 10 cent per meal increase in entitlement commodities, but we thought we should bring this to your attention, because in reality some of us may be facing what will be a 10-cent reduction in support of the program.

We would support, of course, domestic use of commodities over foreign. And those are just the highlights of our prepared testimony.

The CHAIRMAN. Yes, I understand. We could spend a great deal of time on it. It is important that you have highlighted the prepared testimony and without objection, your statement will be placed in the record in its entirety at this point.

[The prepared statements of Ms. Wynn and Mr. Hughes follow:]

TESTIMONY
OF
THE AMERICAN SCHOOL FOOD SERVICE ASSOCIATION
BEFORE THE
COMMITTEE ON AGRICULTURE, NUTRITION AND FORESTRY
UNITED STATES SENATE
MARCH 1, 1988

Mr. Chairman, Members of the Committee, I am delighted to represent the American School Food Service Association here this morning. I am Jane Wynn, President of the American School Food Service Association, from Broward County, Florida. With me today is Shirley Watkins, the President-elect from Memphis, Tennessee, and Mary Klatko, of Howard County, Maryland, the Chairperson of the Public Policy and Legislative Committee.

Mr. Chairman, I would like to present to the Committee our 1988 Legislative Issue Paper, and our Election '88, Child Nutrition Principles. With your permission, we can make these documents a part of the hearing record and concentrate this morning on a few highlights.

Commodity Legislation

At the outset we would like to extend our deep appreciation to the Committee for your successful legislative effort to improve the USDA Commodity Distribution Program. As you know, the President signed this legislation into law earlier this year (P.L. 100-237) and we are very optimistic that it will provide the statutory base necessary to improve federal and state administration of the program. It is extremely important that this program respond to the needs of recipient agencies throughout the country, as well as to the agricultural purposes of the program. We look forward to monitoring the implementation of this important statute along with this Committee. We are hopeful that several members of the American School Food Service Association will be part of the advisory council established under the statute.

Again, please accept our deep appreciation for a job well done!

Nutritional Quality of School Meals

Improving the nutritional quality of school meals is one of the highest priorities of ASFSA. Last year our House of Delegates passed a resolution calling for adherance to the USDA/HHS Dietary Guidelines. We also asked all food companies that supply the school lunch program to review their specifications so as to maximize compliance with the Guidelines.

This action, coupled with new USDA recipe cards and better USDA commodity specifications are important steps toward improving the nutritional quality of school meals.

At the same time, however, we are concerned that the Dietary Guidelines, which were established for the general population, are on occasion being translated into precise quantitative prescriptions for children based on an analysis of individual food items. The Dietary Guidelines are an excellent generalized statement of nutritional direction for a healthy population. They do not contain recommendations for specific levels of nutrient intake for subgroups of the population, especially children. Therefore, we request that the Congress require a study on how to apply the Dietary Guidelines to children, including, in particular, sodium, fat and sugar recommendations.

On average, in the United States we consume 37% of our calories from fat (according to USDA). When the U.S. Senate Select Committee on Nutrition released its publication Dietary Goals for the United States in 1977, it recommended that we lower our fat consupmtion to 30% of total calories. But neither USDA, HHS, the National Academy of Sciences or the Academy of Pediatrics has made a recommendation for children. More specific guidance is needed in this area.

It is, of course, hard to legislate meal quality. But one congressional action which would be helpful is to restore the Nutrition Education and Training (NET) program to its original level of 50¢/child/year, or $25 million. This program which is used to train personnel and educate students on nutrition issues is an extremely important health component. The current appropriation of $5 million is not adequate.

Institute on School Food Service Management

In the 1988 continuing appropriation conference report (Report 100-498) $50,000 was earmarked for a feasibility study to establish a school food service management institute within the USDA, Food and Nutrition Service. The institute would provide expanded school food service research, a wide range of developmental activities, and technical training for school food and nutrition personnel.

ASFSA strongly supports the creation of a school food service management institute, and would encourage this Committee to express its support for the institute to the Committee on Appropriations.

School Food Service is an eight to ten billion dollar retail industry. Yet little effort is made to underpin the program with research and development as well as training on how to provide nutritious and cost effective school meal programs.

A USDA school food service management institute could assist schools in the use of USDA donated commodities; menu planning; procurement procedures; financial management; and last, but definitively not least, implementation of the USDA/HHS Dietary Guidelines. No major restaurant chain would think of operating without an adequate research and development function. The federal government invests billions of dollars in federal child nutrition programs. We believe the institute would be a very modest investment that would allow us to get much more out of our limited resources.

Program Reauthorizations and Funding

There are five child nutrition programs that expire at the end of Fiscal Year 1989. These programs are: the Summer Food Service Program for Children, the Commodity Distribution Program, State Administrative Expenses, the Nutrition Education and Training Program, and the Special Supplemental Food Program for Women, Infants and Children (WIC). While these programs do not expire this year, it might be prudent to consider reauthorizing them at this time, so as to avoid the press of legislative activity that usually accompanies the first year of a new presidential term.

The Administration has not sought any budget cuts in the child nutrition programs this year, which would allow the Congress to consider these programs on their merits. ASFSA supports full funding for these programs as well as the child nutrition programs that are entitlement in nature and do not need reauthorization.

ASFSA would strongly oppose any child nutrition cuts, and in particular, any proposal that would eliminate and/or reduce cash or commodity support to schools based upon the the participation of students with family income above 185 percent of the poverty guideline. A "Dear Colleague" was circulated in the House suggesting such a budget cut in the Fall of 1987. For the record therefore allow me to outline a few points with regard to this all important child nutrition subsidy:

- Section 4 of the National School Lunch Act guarantees to schools throughout the country a reimbursement of approximately 12¢ for each school lunch (paid, reduced price, or free) served consistent with USDA guidelines. An equal amount is guaranteed in USDA commodities for a total subsidy of approximately 25¢ per meal.

- The school lunch program is not federally mandated. Schools are encouraged to participate through the Section 4 grant-in-aid and other federal support.

- Section 4 is not a transfer payment to individual children (as is Food Stamps, AFDC) but is a grant-in-aid to schools to support the basic infrastructure of the school lunch program and to encourage schools to participate in the program.

- Approximately 24 million children receive a school lunch each day; half are free and reduced price meals.

- In 1981, the per meal school lunch reimbursement was cut by 11¢, programs were dropped, and some three million children were forced from the program; of the three million children eliminated, one million were poor children who had received a free or reduced price lunch.

- A Library of Congress study indicates that some 44,000 schools with over 12 million students are at risk of dropping out of the School Lunch Program if the Section 4 reimbursement were ever eliminated.

- Of the $4.4 billion child nutrition budget (FY '88), $3.8 billion was transferred from the agricultural trust fund, Section 32 of P.L. 74-320. As you know, Section 32 is funded from duties collected on foreign goods and is used to encourage the consumption of American agricultural commodities. Only $.66 billion was appropriated tax dollars.

Whether or not there is a reauthorization bill this year, we would like to suggest one amendment to the National School Lunch Act. Free lunch eligibility is currently tied to the food stamp income guidelines. Section 803 of the McKinney Homeless Act, P.L. 100-77, changed the annual update in food stamp guidelines from July 1 of each fiscal year to October 1 of each year. This section could have a very unintended and prejudicial effect on the National School Lunch Program.

The school year currently runs from July 1 to July 1. ASFSA would therefore support legislation to keep the school lunch update as of July 1 of each year. Updating the income eligibility guidelines in the middle of a school year would cause major administrative complications, as I am sure you can appreciate. Currently, applications are made for free and reduced price lunches at the beginning of the school year for the entire year. Changing the free lunch guidelines after school has started would be very complex. We do not believe that this was the intended consequence of the food stamp amendment enacted as part of the McKinney Homeless Act. We would like therefore to request an amendment keeping the child nutrition inflation adjustment effective July 1 of each year.

In conclusion, Mr. Chairman, we deeply appreciate the support that child nutrition has received from this Committee over the years and look forward to working with you in 1988 and beyond. I would be happy to answer any questions that you may have. Thank you very much.

American School Food Service Association

1988 Legislative Issue Paper

WHEREAS, the Omnibus Reconciliation Act of 1981 has reduced federal funding for child nutrition by $1.5 billion per year;

WHEREAS, Gramm-Rudman exempted child nutrition programs from any further budget cuts;

WHEREAS, the President signed H.R. 7 into law on October 18, 1986, the House having passed it four times and the Senate having passed it three times;

WHEREAS, H.R. 7 reauthorized all child nutrition programs until September 30, 1989; and

WHEREAS, the 98th Congress, the 99th Congress and the first session of the 100th Congress rejected all child nutrition budget cuts after extensive hearings;

The American School Food Service Association hereby adopts the following legislative positions for 1988:

GENERAL ASSISTANCE SUPPORT

1. ASFSA supports general assistance for all school lunches and would strongly oppose any child nutrition budget cuts, and particularly any proposal that would eliminate and/or reduce the cash or commodity support to schools based upon the participation of students with family income above 185 percent of the poverty guidelines. (A "Dear Colleague" letter was circulated in the House to this effect in the fall of 1987.) Such a proposal would lower the federal subsidy for approximately half of all the lunches served nationwide and would, therefore, jeopardize the very existence of the National School Lunch Program.

The characterization of federal support received by local schools under Section 4 of the National School Lunch Act as an "upper income subsidy" indicates a lack of understanding of how the funds are used, and of the differences between the school lunch program and a welfare program.

The so-called "high income subsidy" is not a transfer payment to individuals but is a grant-in-aid to schools to support the basic infrastructure of the school lunch program. Without this support many school districts could not afford to participate in the National School Lunch Program, thereby depriving all children in the community, including poor children, of the nutritional value of the program.

It is estimated that 5 million to 8 million children and 10,000 to 15,000 schools would be forced from the National School Lunch Program if the Section 4 general support were eliminated.

PROGRAM REAUTHORIZATIONS

2. Five child nutrition programs expire at the end of fiscal year 1989: the Summer Food Service Program for Children, the Commodity Distribution Program, State Administrative Expenses, the Nutrition Education and Training Program, and the Special Supplemental Food Program for Women, Infants and Children (WIC). Given the press of legislative activity that usually accompanies the first year of a new presidential term, it may be prudent to reauthorize these programs in 1988 rather than wait until 1989.

USDA COMMODITY DISTRIBUTION PROGRAM

3. ASFSA supports the much-needed improvements in the commodity distribution program called for in H.R. 1340, passed as P.L. 100-237. The legislation strikes an important balance between the different goals of the program taking into consideration the needs of school food service. ASFSA looks forward to being represented on the Advisory Council and working with the Congress and the U.S. Department of Agriculture to monitor the implementation of P.L. 100-237.

DIETARY GUIDELINES

4. ASFSA supports the *Dietary Guidelines for Americans* and requests refinement of these guidelines as they relate to children.

SCHOOL FOOD SERVICE MANAGEMENT INSTITUTE

5. ASFSA supports the establishment of a School Food Service Management Institute. School food service is an $8 billion-$10 billion industry, with USDA providing more than $2 billion in cash assistance and $1 billion in commodity assistance. Yet there is little effort made to undergird the programs with research and development, as well as training, on how to provide efficient and cost-effective school meal programs.

ASFSA therefore supports the creation of a USDA Institute of School Food Service Management to develop technical expertise in a variety of areas and to communicate such information to programs participating in the USDA child nutrition programs.

The first step was taken when the Senate Appropriations Committee, as part of the 1988 Agriculture Appropriations Bill, provided $200,000 for the planning of the institute in Report 100-203. In conference the amount was reduced to $50,000, but a feasibility study was required. ASFSA urges support for this effort.

NUTRITION EDUCATION AND TRAINING PROGRAM

6. ASFSA supports the original concept of 50 cents per child per year for the purposes of nutrition education for students and ongoing training for school food service personnel.

RELATIONSHIP TO FOOD STAMPS

7. Free lunch eligibility is currently tied to the food stamp income guidelines. Section 803 of the McKinney Homeless Act, P.L. 100-77, changed the annual update in the food stamp guidelines from July 1 to October 1, of each year.

ASFSA supports legislation to keep the school lunch update on July 1. July 1 is the start of the school year. Any other date would cause major administrative complications.

CHILDREN'S INITIATIVE

8. ASFSA recognizes the constraints imposed on child nutrition programs by the federal deficit and the Gramm-Rudman legislation. Within these parameters, however, it is important to work toward expansion of the breakfast program, child care food program, and a lower sale price for the reduced price school meal.

BLOCK GRANT

9. ASFSA opposes any block grant or welfare reform proposal that would incorporate the child nutrition programs. These programs are too important to jeopardize them with a block grant approach. As President Nixon said to the White House Conference on Food, Nutrition and Health in 1969, "the problem of malnourishment is a national responsibility."

NUTRITION MONITORING

10. ASFSA supports S. 1081 and H.R. 2151, legislation to establish a comprehensive nutrition monitoring system. The nutrition monitoring activities of USDA and the Department of Health and Human Services need to be coordinated and more timely information obtained. In the 99th Congress, the House passed H.R. 2436 but the Senate did not take it up prior to adjournment. ASFSA supports similar legislation being passed in the 100th Congress.

UNIVERSAL STUDY

11. ASFSA urges Congress to undertake a feasibility study or pilot project on the various methods of operating a self-financing school lunch program for all children.

LINE ITEM VETO

12. ASFSA opposes legislation that would grant line item veto authority to the President. A line item veto would allow the President to veto specific child nutrition funding he did not support. It would drastically change the balance between the Congress and the Executive Branch.

Prepared by the Public Policy and Legislative Committee, American School Food Service Association.

Headquarters Office: 5600 S. Quebec St., Suite 300 B, Englewood, Colorado 80111; (800) 525-8575 (303) 220-8484
Washington Consultants: Marshall Matz; Holland & Knight, 888 17th St., N.W., Suite 900, Washington, D.C. 20006
ASFSA Hotline: (800) 525-3806 (recorded child nutrition legislation information)

American School Food Service Association

Election '88
Child Nutrition* Principles

1. The child nutrition programs, having had their federal support reduced by one-third, should not be cut any further.

2. The child nutrition programs are a priority federal initiative.

3. The school lunch program is an integral part of the education day and should be available to all children. General assistance (Section 4, National School Lunch Act, 1946) is a grant-in-aid to schools intended to support the basic infrastructure of the school lunch program for all children; it is not a transfer payment to individual children.

4. The school breakfast program should be encouraged in all schools—particularly schools in low-income areas where a high percentage of the children receive a free or reduced price school lunch.

5. The Special Supplemental Food Program for women, infants and children (W.I.C.) should be expanded to reach those who are eligible for the program.

6. The documentation and verification procedures for free and reduced price school meal eligibility should be consistent with the school environment.

7. The child nutrition programs should be supported with technical assistance, research, and training so as to encourage the efficient operation of high quality, nutritious local programs.

8. The Nutrition Education and Training Program should be supported at the original level of fifty cents (50¢) per child, per year.

9. The USDA commodity distribution program is an important part of the child nutrition effort and must respond to the needs of recipient agencies, as well as to the agricultural purposes of the program.

10. The child nutrition programs should implement the *Dietary Guidelines for Americans.*

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* *The child nutrition programs include school lunch, school breakfast, child care, summer food, state administrative expenses, nutrition education and training, commodity procurement, special milk, and W.I.C. The FY '88 federal budget for child nutrition is $4.8 billion and $1.7 billion for W.I.C.*

Prepared by the Public Policy and Legislative Committee, American School Food Service Association.

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AFSCME®
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President

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Secretary-Treasurer

Testimony

of the

American Federation of State, County
and Municipal Employees

Submitted by

Charles Hughes, Chairperson
AFSCME School Employee Advisory Committee

and

President of Local 372
Board of Education Employees, District Council 37
New York City

Before the

Committee on Agriculture, Nutrition, and Forestry
U.S. Senate

March 1, 1988

American Federation of State, County and Municipal Employees, AFL-CIO
1625 L Street, N.W., Washington, D.C. 20036 • Telephone (202) 429-1000 • Telex 89-2376 • Facsimile (202) 429-1293

Good morning Mr. Chairman and members of the committee.

My name is Charles Hughes.

I am Chairperson of the American Federation of State, County and Municipal Employees' School Employees Advisory Committee which represents 150,000 members.

I am also the President of Local 372, Board of Education Employees, District Council 37, in New York City. Our union is the largest union that works in the nation's largest school lunch program in terms of student participation and employees. On an average day, our members serve close to 700,000 breakfasts and lunches.

It is a privilege for me to testify before this Committee. During the many years I have advocated improved child nutrition programs, I have been impressed by your sensitivity and commitment to our nation's children and, more particularly, to your steadfast support for the National School Lunch and School Breakfast Programs. No two programs have a greater impact on enhancing children's ability to thrive in an educational setting and on improving the quality of their lives.

AFSCME has stood staunchly beside you since the School Lunch Program was launched in 1946. We have worked with you as you strove to develop this program and the newer School Breakfast Program as major bulwarks in protecting the school children of our land against the ravages of hunger and malnutrition. Especially during the past seven years, we have offered and given you our support as you were forced to deal with the

Administration's draconian proposals that were intended to gut these programs.

Unfortunately, Mr. Chairman, our work is far from complete. Only half of our nation's school children participate in the School Lunch Program. And the figures are much, much lower for school breakfasts. Less than one-third of our nation's schools offer breakfasts to their students. Little wonder that only 3.6 million school breakfasts are served each day to less than 8 percent of our school children.

We cannot sit back and accept these low participation rates. For far too many of our children, the school lunch and breakfast programs offer the only daily hope for hot, nutritious meals. Department of Agriculture studies show that poor children depend on these meals for half of their daily nutrient intake. Increased federal commitment to these programs is essential if we ever hope to eradicate hunger and improve the educational performance of our nation's children.

We must not and cannot be content with the Administration's proposal to fund the school lunch and breakfast programs at their current levels. I know that I need not remind the Committee that seven years ago the Administration spearheaded a major attack on child nutrition programs which were slashed by 28 percent. The school lunch and breakfast programs were especially hard hit. Federal funding for these programs was cut by over $1 billion. The direct result of these reductions forced 3,000 schools to leave the program and more than 3 million children were denied access to nutritious meals.

The school lunch and breakfast programs have never recovered from this ruthless attack. Less schools and less children participate in the school lunch program today than in 1980. Participation rates in the school breakfast program have failed to return to their 1981 peak. This has occurred despite the efforts of the American School Food Service Association, AFSCME and other concerned groups to encourage more schools and school children to participate.

Our efforts to increase participation are stymied because federal reimbursement rates do not cover the costs of providing school lunches and breakfasts. These reimbursement rates must be increased so that one day all of our nation's school children will have access to these vital programs.

As you well know, Mr. Chairman, an increased federal commitment to the National School Breakfast Program is critical. Between October and December 1987, AFSCME and the New York City Board of Education conducted a major campaign to expand the school breakfast program. This successful undertaking increased participation in the program by more than 25,000. We now serve over 143,000 breakfasts to New York City's school children everyday.

But our work is far from complete. Our school breakfast program serves only one-fourth as many meals as our school lunch program. And this is not for lack of demand. At many of our schools, children are lined up in the morning waiting for their breakfasts. For many of them it is the first meal they've had since the school lunch they ate the day before.

The current federal reimbursement rates are so low that many schools cannot afford to offer the breakfast program. Some states, like New York, supplement the program with their own funds to encourage more schools to participate. But too many school children in too many states are left without.

I ask the Committee, can we - as a people - afford to let this situation continue? Can we - as a nation - afford to sit back and watch our children go hungry? The answer must be a resounding "no!"

On behalf of AFSCME's more than one million members, I urge the Committee to call for increased federal funding for the school lunch and breakfast programs. On that score, I want to commend you, Mr. Chairman, for having co-sponsored the Emergency Hunger Relief Act. If enacted, that bill would increase reimbursement rates for the school breakfast program by three cents per meal. After seven years of budget cuts, it's a needed step in the right direction.

I also want to urge the committee to continue funding the Nutrition Education Training (NET) Program. As you know, the Administration has called for the elimination of this program. Our members have benefited directly from the training they have received through NET. And as we all know, a well-trained and informed staff is key to a successful program of the quality our children deserve.

NET served 4 million children in 1986 at a cost of only $1.25 per child. That's a small price to pay to ensure that the quality of our school breakfast and lunch programs are preserved and increased.

Let me finish by thanking the members of the Committee who have fought over the years to protect the school breakfast and lunch programs from those shortsighted individuals who would have us solve our fiscal problems at the expense of our nation's children. In this year of the family, let us renew our commitment to our children - the future of our country and the world.

The **Chairman**. We look forward, with a lot of eagerness, to reading the testimony because of the substantial issues that you have raised and addressed in the past.

We expect you will continue to do it. It's the kind of expertise that is valuable to this committee. Are there no further statements?

Mr. **Matz**. No further formal statements.

The **Chairman**. Senator Melcher and then Senator Boschwitz.

Senator **Melcher**. How old is the American School Food Service?

Ms. **Wynn**. We were founded the same year as the National School Lunch Act, 1946—42 years.

Senator **Melcher**. For 42 years, the road to making the school nutrition programs bigger and better, has been one of unending work for you and I congratulate you for it.

It isn't that we won't be doing better in the future. It's that we will always have the children and paying attention to their needs, nutritionally, through the schools is, I would assume, a rewarding work, is it not?

Ms. **Watkins**. Senator, it is very rewarding. Each one of us would let you know that—each one of us is a parent or have grandchildren. I don't have any grandchildren. I would like to have some.

But we are parents and working in the program and we do have a strong commitment to it. For the children of this country, we work very hard, because they are our future.

Senator **Melcher**. Thank you very much and thank you all for your work.

The **Chairman**. Senator Boschwitz.

Senator **Boschwitz**. I notice, Jane, that you said it was 10 cents. Why do I have in mind 12 cents?

Ms. **Wynn**. The program provides that we can get all we can use and that's probably where the 12 cents came from.

But the average that they figure is about 10 cents per meal, just dealing in averages.

You will find some districts that might use more than that, some that might find it——

Mr. **Matz**. Senator, could I just elaborate.

Senator **Boschwitz**. Sure.

Mr. **Matz**. I think the 12 cents is the level of entitlement commodities that the schools get. Schools receive a certain amount in cash for each meal served, a certain amount in a broad array of commodities under entitlement authority. That is currently approximately 12, 12.5 cents by statute.

Over and above that, the schools get bonus commodities, which——

Senator **Boschwitz**. Oh, is that which you are speaking of?

Ms. **Wynn**. Yes.

Mr. **Matz**. Yes. The bonus, of course, as Ms. Wynn, said, varies from school district to school district, depending on how they plan their menus. But it averages, over the course of the country, about 10 cents.

Senator **Boschwitz**. I notice that the witness suggested reauthorizing this year the five child nutrition programs which expire at the end of the fiscal year 1989. I think it would be a little bit optimistic, that we would reauthorize them this year.

"So as to avoid the press of legislative activity," the witness said, "that usually accompanies the first year of a new Presidential term," I'm afraid that rush is not quite as great as the rush that occurs in an election year. I'm not sure that I would be too optimistic about that.

Ms. Wynn. Well, I guess we look back to 1981 and would wish that it could happen that way.

Senator Boschwitz. May I ask you, Marshall, about the displacement. Could you address that subject for just a moment? Do you get involved in that?

Mr. Matz. Senator, I don't directly. My information is pretty similar to the previous witness. My understanding is that the Food Marketing Institute and other organizations on a national level that are involved in TEFAP are very supportive and have not, by and large, found that to be a problem. Even though you might think they would.

Senator Boschwitz. It's interesting. I was a little late getting here because I was addressing the grocers who are in town, and I neglected to ask them about it.

But I will, because again, that objection sometimes comes up and stands in the way.

Mr. Matz. My understanding is that the private sector has been very very supportive of food banks, Second Harvest, and efforts in that regard.

Senator Boschwitz. Mr. Chairman, I'm going to have to leave now. I understand that some Minnesotans are out there in the audience.

I see that you're on my schedule for 2:45. I have a hearing this afternoon. So if you could come up to my office in 10 or 15 minutes, I would have a little bit more time than this afternoon.

The Chairman. Senator Melcher.

Senator Melcher. Mr. Chairman, I do have one more question. I've just scanned the prepared testimony and I didn't find what I was looking for in any of the testimony nor did I hear any of you address this particular point. As I understand what Mr. Bode has in mind on behalf of the administration is to recommend a cap on availability of school lunch programs for next year.

I don't know just what that means. As he described it to me 10 days ago or 2 weeks ago—Mr. Bode says that the administration recognizes the high priority of school lunches and would put it in the budget or it is in the budget, that they won't need any more than what they had last year.

I would like to have your advice on that, because kids grow. Whatever the needs are, whatever we did last year, I don't know whether it's good enough.

I hesitate to get into any type of a syndrome where we start saying, well, everything was fine last year so, therefore, this year the same amount is what we're talking about.

I don't think I would want to be party to that myself, but I would like your advice on it.

Ms. Wynn. Senator, since the program began, we have been able to request and receive any bonus commodities in any amount that we could effectively use.

Now, this year, we have already been told through the States that we are being capped at last year's level. Now, for those of us who have growing school populations, that is already certainly going to reduce the amount per plate that we receive in bonus commodities.

At the same time, they have told us—that next year is still an unknown quantity. They're beginning to sound more like it's pretty definite that we will not receive bonus—or if we do, it will be considerably less next year.

But they qualify it by saying that they really have to wait to see what happens to the herds, the dairy herds, and then they will know whether or not there are going to be any surpluses.

But they pretty well indicated to us that the stocks are down and if the food's not there, we won't be receiving it.

Senator **MELCHER**. What I want to know from you is if it still should be case by case, what are the needs, and what would be the effect of a formula on this that restricts the capability of response to those needs?

Ms. **WYNN**. Absolutely. And that's the way it's working and I think it's worked very well. I think it has helped us through a very difficult time since 1981, if I'm answering you properly.

The fact that we could through our ingenuity and our ability utilize those foods, we have been able to overcome some of those drastic cuts that we were experiencing in 1981 and since that time—it has been an important part of our program.

And I'm sure that we have great concern throughout the country as to how we are going to adjust.

Senator **MELCHER**. Given the fact that Mr. Bode has described this to me, I have to take it with some concern. And I realize if we want to respond to a change in policy, which he has actually enunciated, we either have to get a different understanding with them on what is the policy and that it will continue as it has before or else we'll have to make it statutory to continue.

I would like to work with your group on which way is the best to go. I have found quite often that policy changes of this nature may not be necessary.

Maybe we will have to cough up some funds of some nature to make sure that we're not going to disrupt the program.

Ms. **WYNN**. That's why we wanted to bring it to your attention today. We really would appreciate the opportunity to work with you on some kind of solution.

Senator **MELCHER**. Thank you very much.

The **CHAIRMAN**. Thank you very much. I would note that Secretary Bode is ill and is not going to be testifying today. Mr. Hughes.

STATEMENT OF CHARLES HUGHES, CHAIRPERSON, AFSCME SCHOOL EMPLOYEE ADVISORY COMMITTEE AND PRESIDENT, LOCAL 372, BOARD OF EDUCATION EMPLOYEES, DISTRICT COUNCIL 37, NEW YORK CITY, NY

Mr. **HUGHES**. Yes, I just wanted to make a comment, Mr. Chairman. My name is Charles Hughes. I'm the president of Local 372 of the New York City Board of Education Employees of the American Federation of State, County and Municipal Employees, who has 1 million members in this great country of ours and I am the chairperson of their School Employees Advisory Committee.

I want to make the statement for the record that there is a lot of people back there who are concerned that I am not making a statement to you today, because I am scheduled 2 weeks from now to appear.

The CHAIRMAN. I understand.

Mr. HUGHES. Yes, but I wanted to say to my good friends in the American School Food Service Association, who I've worked with over the years, that I'm with you. It's just that they didn't have enough time to do us all correctly. And I don't want that split to ever take place between what I consider to be some of the finest people that I've had the privilege of working with.

And I thank you, Mr. Chairman, and your committee for allowing me to make that statement.

The CHAIRMAN. Thank you. And we appreciate your being here. Just being here emphasizes a great deal of support.

I might note that it has been mentioned that we have a short session ahead of us as far as the legislative year is concerned with the two national conventions this summer.

Any Presidential election year, as anyone who has had any experience here knows, becomes a truncated one as far as legislative matters are concerned because of the time constraint.

Let me assure you there will be no item that will take greater priority in this committee this year than the nutrition matters. There will not be a war of one nutrition program against another.

We will do everything possible to explore ways to get more commodities into TEFAP. That's a very difficult thing legislatively, but we are exploring it and I am confident we can find something. If we get the will of the Congress behind us, we will be able to do it.

Because as I said at the outset, it becomes a moral issue, far more than a political issue. There is no way we can justify hungry people in the United States.

It becomes a very, almost cliche thing, by people in government to go around giving speeches, to extol patriotism. And that's fine. We should be patriotic as Americans.

But prior to that patriotism, we talk about the strength of our Nation, what a wonderful nation it is. We've been talking about the fact that we can feed hungry people and that we will not tolerate hunger in America.

And, so, whenever you're at a political gathering and somebody is extolling the virtues of America, and waving the flag and speaking of the security of this Nation, say you'd like to talk about something other than just the number of ships and airplanes that we can build in our military.

Important as that might be for our security, part of the security of this Nation is its ability to feed itself.

And when they've finished waving the flag, ask them specifically just what would they do, what do they intend to do to feed the hungry or take care of children of this Nation, because that goes to just how patriotic they really are and how important they really feel the basic security of this country is.

The security of any people is the ability to feed themselves, to give themselves shelter, to provide that sense of personal security, that goes really to the bottom line of the security of any nation. That is an area where we are not secure today and we can be. Nothing is going to have a greater priority.

With that, I thank you all for being here. We stand in recess subject to the call of the Chair.

[Whereupon, at 12 p.m., the committee recessed, to reconvene at 10 a.m., Subcommittee on Nutrition and Investigations of the Committee on Agriculture, Nutrition, and Forestry, March 28, 1988, Luther Place Memorial Church, Washington, DC.]

[Material submitted for inclusion in the record follows:]

Central Vermont Community Action Council Inc.

Head Start Home Weatherization People's Voice
Job Training Food and Nutrition Crisis Intervention Job Start
Information and Referral Domestic Abuse and Neglect

15 Ayers Street, Barre, Vt. 05641 (802) 479-1053 1-800-622-4495

February 25, 1988

Dear Mr. Chairman:

I am the Outreach Food and Nutrition Specialist for the Central Vermont Community Action Council Barre office. Everyday I deal directly with the hungry in the central Vermont area. I spend most of my afternoons giving food from our emergency food shelf to clients that come in requesting food help. The problem of hunger is very real and exists to a greater extent than many of us may believe. I see from five to fifteen clients per day who need our food assistance. Many of them are single mothers, living only on their ANFC grants, WIC, food stamps and occasionally fuel assistance. Most of these people rent apartments and it is beyond me how they manage to pay rent, utilities and still manage to feed their children. As a result, many of our clients for the food shelf are chronic recipients of our services, it is increasingly difficult for them to break out of the poverty cycle.

Another large percentage of our clients are senior citizens, of whom subsist on social security and food stamps. Again, I find it nearly impossible for income of this sort to cover the expenses of housing, utilities, health care, and food. Our office is also seeing a growing amount of homeless persons--unable to pay for rent or utilities due to their extreme poverty.

I believe that the food stamp, WIC and other nutrition programs must be strengthened, if we are to see any alleviation of hunger in our country. If we could strengthen our nutrition programs, we would be easing the financial burden on poverty-stricken people, and enable them to afford more for housing, health care, etc. , and perhaps allow them to save money. Many improvements could be made on our present system, but starting with stronger nutrition programs would help immensely.

I urge you to support, in any way, the Emergency Hunger Relief Bill and to fight for its inclusion in the FY 1989 Budget resolution. It is time for us to fight the hunger epidemic and your help is needed to support all anti-hunger legislation. Doing so would help tremendously the millions of people in our country suffering from hunger and poverty. Thank you very much.

Sincerely,

Colleen M. Murphy

Colleen M. Murphy
Outreach Food and Nutrition
Specialist

HUNGER IN AMERICA

Domestic Hunger and Related Nutritional Issues—USDA Food Assistance Programs

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MONDAY, MARCH 28, 1988

U.S. Senate,
Subcommittee on Nutrition and Investigations of the
Committee on Agriculture, Nutrition, and Forestry,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., at Luther Place Memorial Church on Thomas Circle, Hon. Tom Harkin (chairman of the subcommittee) presiding.

Present or submitting a statement: Senators Leahy and Harkin.

STATEMENT OF HON. TOM HARKIN, A U.S. SENATOR FROM IOWA

Senator Harkin. The subcommittee will come to order.

The Subcommittee on Nutrition and Investigations of the Committee on Agriculture, Nutrition, and Forestry meets today in Washington, DC, to gather information on hunger and related nutritional issues, and to learn how effective the U.S. Department of Agriculture's food assistance programs are in dealing with these problems.

The United States is the world's foremost producer of food products. Large stockpiles attest to our agricultural proficiency and productivity. Although most of the Agriculture Committee's time and resources are spent attempting to provide market stability, under the great leadership of our new Chairman, Senator Patrick Leahy of Vermont, we in the Agriculture Committee of the U.S. Senate are spending a great deal of time and energy in dealing with this other responsibility—to make sure that hungry people are fed.

The existence of hunger in this land of plenty comes as a shock to most Americans. What we want to know is, with our productive farms, our warehouses filled to overflowing, how is it that some Americans still do not get enough nutritious food to eat? Indeed, this is the central irony of our nutrition policies. Providing answers—and solutions—to this question is what this hearing is about.

We are here today so that the Nutrition Subcommittee can learn more first, about the adequacy of Federal resources being committed to food assistance programs in Washington, DC, and, second, the efficiency and effectiveness of their allocation to recipients.

Recently, the General Accounting Office sent me a report regarding the savings that can be made in the different programs by changing the way they operate. I am interested in knowing if there are ways that we can operate these programs differently so that we can feed more people, but I want to say at the outset that we cannot shirk our responsibility to meet the needs of hungry people in this country.

The question was asked earlier where are we going to get the money. That really is not the question. It is not a matter of where are we going to get the money. The answer simply is we must have the money and we must make sure that these commodities continue to flow.

I have a letter from the Department of Agriculture saying that some of these commodities will be running out this month, some will be running out next month, and yet at the same time we still have surpluses. Well, I want to know why. Are we really running out or are we not running out? A lot of anxiety is being promoted among people who think that our cheese and butter and things are going to run out.

It says right here, here is the letter I received, dated March 25, a few days ago. It says, "At this time, we do not know if distribution of nonfat dry milk can be continued beyond June. The same is true for cheese." And I have been told that rice and honey will be cut off at the end of this month, there will be no more.

Well, I just cannot buy that. I cannot buy the fact that all of the surpluses that we have and our ability to produce, that we cannot provide the food that is needed. Basically, we know that even those who get food stamps still need this food because the food stamps do not meet the full needs and they do not last all month.

We need to know how to reach out to these people, what barriers need to be removed. Are there changes that need to be made in the Food Stamp Program or any of these other programs? If there are changes we have to do it efficiently and economically, of course, but we have to meet the needs that exist.

I am honored to have with us today the Chairman of the Senate Agriculture Committee. As I said before, when we first met under his leadership a year ago—and the Chairman sets the tone of the Agriculture Committee—when we first met, on that opening day, Senator Leahy talked about the need for this committee to pay more attention to issues of hunger and malnutrition. We talked about the Scientific American study that shows how many hungry people there are in America. So, under his leadership the Agriculture Committee has really shifted its emphasis, and I want to pay him a public debt of gratitude and to thank you, Mr. Chairman, for your leadership in this area and for getting this Agriculture Committee to look at this other responsibility that we also have—to feed the hungry.

Thank you for being here today.

[The prepared statement of Senator Harkin follows:]

Prepared Statement of Hon. Tom Harkin, a U.S. Senator From Iowa

SUBCOMMITTEE ON NUTRITION AND INVESTIGATIONS—HEARING ON DOMESTIC HUNGER AND RELATED NUTRITIONAL ISSUES, WASHINGTON, DC.—MARCH 28, 1988

The Senate Agriculture Committee's Subcommittee on Nutrition and Investigations meets today in Washington, D.C., to gather information on hunger and related nutritional issues, and how effective the U.S. Department of Agriculture's food assistance programs are in dealing with these problems.

The United States is the world's foremost producer of food products. Large stockpiles attest to our agricultural proficiency and productivity. Dating back to the 1930s the U.S. has attempted to utilize its extra productive capacity by providing commodities to families and individuals in need of food assistance. Hence the purpose of many of our food assistance programs is twofold: (1) to help stabilize agricultural markets and (2) to feed the hungry. Although most of the Agriculture Committee's time and resources are spent attempting to provide market stability, today we are dealing with this second responsibility—to feed the hungry.

The existence of hunger in this land of plenty comes as a shock to most Americans. With our productive farms, and our warehouses filled to overflowing, how is it that some Americans still do not get enough nutritious food to eat? Indeed, this is the central irony of our nutrition policies. Providing answers—and solutions—to this question is what this hearing is all about.

I am here today so that the Nutrition Subcommittee can learn more first, about the adequacy of federal resources being committed to food assistance programs in Washington, D.C., and second, the efficiency and effectiveness of their allocation to recipients.

Hearings such as this provide a record for the Senate and a basis for the Agriculture Committee's recommendations in dealing with these issues.

Last year, for example, this Subcommittee met to look into the Special Supplemental Food Program for Women, Infants and Children (WIC). As a result of that hearing I recommended an amendment to allow states greater economy and efficiency in acquiring various commodities for WIC recipients.

Recently the General Accounting Office sent me a report stating that if all states adopt these new procedures, the federal government will save over $240 million. That means that we can serve an additional 630,000 WIC participants without any additional cost to the government. Based on bids received by the state of Texas several weeks ago estimated savings may rise another $100 million.

I hope that Washington, D.C. is considering implementing this new procedure. Perhaps the D.C. government witness who will testify today can give us an update on this. The point I want to make is that hearings such as this can and do make a difference. Your presence and participation here today can make our federal institutions and programs work better.

Before we begin today, I'd like to note some recent trends that demonstrate the increasing need for adequate and efficiently operated nutrition programs.

Our economy has not been as good to some as it has to others during this decade. Poverty, the leading cause of hunger, has increased by 10 percent.

In 1986, 32.4 million Americans were at or below the poverty level. Within this grouping of poor people we find some disturbing trends. There are nearly 13 million children in this group or about 1 out of every 5 children. Poverty is more heavily concentrated among children than among any other age group. By contrast, 3.5 million elderly persons (or 12.4 percent of the elderly) had incomes below the poverty line.

One of the principal purposes of our food assistance programs is to prevent hunger. Yet food stamps, our largest food assistance program, reaches only 19.4 million people. Despite the increase in poverty this decade, participation in the food stamp program has declined. It is simply not reaching all of the people it should—only 55 percent of our elderly poor participate in the food stamp program. The ratio of food stamp recipients to our poverty population has declined significantly (from 66% in 1980 to 60% in 1986).

Moreover, there has been a shift in who receives food stamp benefits: 78% of food stamp households are headed by women and over 80% of food stamp benefits go to households with children. It is a well recognized fact that food stamps do not last for the entire month.

The WIC program for women, infants and children reaches only 40 percent of eligible participants. Yet, study after study has shown this to be one of our most cost-effective government programs, saving up to three dollars in future health care costs for each dollar spent on the program. This then is the legacy we leave our women and children. It must be condemned by all social and moral standards. We need to reach out to these and the needy individuals of our population in a timely manner.

The USDA has many programs that deal with hunger. Our witnesses today will discuss these programs and how they operate in the real world. The one question that I hope each witness will address is how can we better alleviate hunger—whether it be at the individual need level, or the distribution level or the administrative level. We need to know who these needy people are and why their needs are not being met.

We need to know how to reach out to these people—what barriers need to be removed? For those currently receiving assistance we want to know how we can serve them more efficiently and economically. Can we reduce waste and if so, where?

The hearing record will remain open for 10 days following this hearing to allow for those who would like to submit a written statement.

STATEMENT OF HON. PATRICK J. LEAHY, A U.S. SENATOR FROM VERMONT

The CHAIRMAN. Thank you very much, Senator Harkin. When I looked out the window this morning, I had some question of whether I would be here. We had a sudden snow shower in Vermont of 2 or 3 inches, but it was all over in about 45 minutes, just long enough to delay all the flights, unfortunately. But I am glad to be here.

I think that we did have a number of years where the Committee on Agriculture, Nutrition, and Forestry forgot that middle word, and I applaud you for taking on the Chairmanship of the Subcommittee on Nutrition and Investigations. It is extremely important to us, and I think the importance was demonstrated last week when Secretary Lyng testified before the full committee. He was defending President Reagan's budget.

Now, the Secretary of Agriculture is a good man and an honest man. I think he is a kindhearted man, and is a personally generous man. But in defending the President's budget, he had to say that. "there is no poverty-based hunger in the United States." In that regard, the Secretary is absolutely wrong.

There is poverty-based hunger in every single part of the United States, whether it is in Washington or Los Angeles or New York or thousands of small towns in rural America.

You can see it on your TV screens, in magazines, or even more importantly, you can walk out anywhere in this country and see it on the streets. And if the President and other members of his administration think there is no poverty-based hunger, just walk two or three blocks from the White House. They sometimes take an attitude that when they move the people away from the White House area, you are not going to see hunger or homelessness or poverty, that it no longer exists. But it is still there, and there is nobody in this country who can pretend it is not there.

Poverty and hunger is sweeping our land. More and more soup kitchens are being set up, but they do not meet the demand. Saying that volunteerism will solve the problem is like stamping on grocery bags "just say no" to drugs and assuming that the drug problem is gone. It does not work quite that way. For example, in New York City, there were 30 soup kitchens and food pantries in 1981—now there are over 580—that's almost a twentyfold increase since 1981.

In the prepared testimony from Paul Vali, of "Bread for the City" located in Washington, he states that there has been a 35 percent increase in demand for their emergency food assistance in Washington. Let us see what has caused this increase.

In the early eighties, there were major cuts that were made in food stamps, child nutrition, and public assistance programs.

The Census Bureau reported in 1986 that nearly 13 million children were poor—and 32 million Americans lived in poverty—that's 3 million more than in 1980. With these 13 million children living in poverty, how can people sit back and somehow say that there is not hunger connected with that poverty, especially when it is involving children?

The disparity between the well-off and the poor keeps growing. The irony is that the people who administer the programs are people who never go hungry except by choice. We in Congress will not. The administration will not. It is awfully easy for people to forget the hungry that are out there.

In 1986, 15 million Americans got TEFAP commodities that you see over there or see here, ordinarily what you see on that table. We have heard all kinds of stories about long lines containing America's hungry—the elderly, the homeless, and children waiting hours, sometimes in zero degree weather, for a 5 pound block of cheese or some nonfat dry milk, rice, flour, and cornmeal.

You know, one of the reasons why they need this is that those same poor are relying on food stamps—well, remember what the food stamps are, the maximum benefit is 81 cents per person per meal. Now, do most of the people here ever really want to be in a position where you have to eat for 81 cents per meal? Forget the well-publicized thing where somebody will say, "Well, I will live on food stamps for a week and show you how well that works," as they go back to a middle class suburbia home, with all the extra appliances there, and with a stove and with the electricity and money to pay for it and the water and the heat.

Now, the Secretary said the food stamp benefit levels were stingy. Well, they are totally inadequate. The conscience of America is going to be judged by how it responds to this crisis. We are the wealthiest, most powerful nation in the world, and it is a mark of shame that we have so many hungry in our country. It no longer becomes a dollar and cents matter, it becomes a moral question, a major moral question. The morality of our Nation will be judged by how we deal with the hungry and the homeless of our Nation.

Thank you.

[The prepared statement of Senator Leahy follows:]

Prepared Statement of Hon. Patrick J. Leahy, a U.S. Senator From Vermont

OPENING STATEMENT, SENATOR PATRICK J. LEAHY, SUBCOMMITTEE ON NUTRITION AND INVESTIGATIONS—MARCH 28, 1988

Secretary Lyng testified before the full committee on Agriculture, Nutrition, and Forestry last week. He was defending President Reagan's budget.

He said that, "There is no poverty-based hunger in the United States"—Secretary Lyng is wrong.

Poverty-based hunger in America is back—but I don't have to tell you that.

You can see it on your TV screens, in magazines and on the streets. President Reagan can find poverty-based hunger within blocks of the White House—or in the Washington suburbs.

Poverty, and hunger, is sweeping our land. More and more soup kitchens are being set-up—but they can't keep up with the demand. For example, in New York City, there were 30 soup kitchens and food pantries in 1981—now there are over 580—that's almost a twentyfold increase since 1981.

In his written testimony Paul Vali, of "Bread for the City" located in Washington, states that there has been a 35 percent increase in demand for their emergency food assistance in Washington.

From 1964 to 1979 the poverty rate in America had declined by over one-third, due in large part to Federal Assistance programs which provided a national safety net for the poor.

In the early eighties major cuts were made in food stamps, child nutrition, and public assistance programs.

The Census Bureau reported in 1986 that nearly 13 million children were poor—and 32 million Americans lived in poverty—that's 3 million more than in 1980.

The disparity between the well-off and the poor keeps growing—I fear that unless we stop this trend there will be a permanent underclass of the hungry and homeless in America.

In 1986, 15 million Americans received TEFAP commodities. We've heard story after story about the long lines containing America's hungry—the elderly, the homeless, and children wait for hours for a five pound block of cheese, and some nonfat dry milk, rice, flour, and cornmeal.

One reason that so many need TEFAP commodities is that food stamp benefit levels are so low—the maximum benefit is 81 cents, per person, per meal.

Secretary Lyng testified that food stamp benefit levels were "stingy"—I would use a different word—"inadequate."

The conscience of America will be judged by how it responds to this crisis—America has a moral duty to feed its hungry citizens.

Senator **Harkin**. Mr. Chairman, thank you very much. I just want to echo what you said. In January, I worked in a food distribution center in the small town of Spencer, Iowa—not one of the more urban centers of the United States—and I remember that it was 4 degrees above zero. They had announced that they were going to distribute food beginning at 10 in the morning. I started working at 8 in the morning, and at 8 in the morning when we got there to open up the doors, there was an elderly woman already standing out there in 4 degree temperature. She wanted to make sure that she got the food 2 hours later. By 10 o'clock in the morning the line was down the block. And this is in a small rural town in rural America, not an urban center. When you say that it is widespread, I can attest that it is widespread.

Well, before we call our witnesses, I also want to thank the Luther Place Memorial Church and the Reverend John Steinbruck for letting us conduct our hearing here. We thought it would be best to come here to have the hearing. Why should people always go to Capitol Hill? We ought to get these hearings out where the people are, where the problem is, and where the people who are administering these programs work and live. That is why we are here today.

The **Chairman**. I might point out that last year, about this time, we brought our whole committee to Iowa for a meeting. We had about six U.S. Senators, and that was the only time last year that six U.S. Senators arrived in Iowa with not a single one having announced for the Presidency. [Laughter.]

It is probably just as well.

Senator **Harkin**. I also want to thank the Luther Place Memorial Church and the Reverend Steinbruck for not only having us here, but for all that you are doing for this area, with the homeless shelter, the food distribution, and everything else. It is really remarkable, it is wonderful, and we want to thank you.

Well, we do have to move ahead. Bishop Ricard could not be here, and in his place is Father Bryan Hehir, who is no stranger to any of us, Senior Policy Adviser for Social Concerns to the United States Catholic Conference.

Father Hehir, welcome again to this subcommittee. You are most welcome. You are a great leader in this area. The prepared testimony of Bishop Ricard will be made a part of the record in its entirety. If you would just like to summarize his prepared testimony that would be fine.

STATEMENT OF FATHER J. BRYAN HEHIR, COUNSELOR FOR SOCIAL POLICY, U.S. CATHOLIC CONFERENCE

Father HEHIR. I would, Senator Harkin and Senator Leahy, like to express my appreciation for being able to be here, for two reasons:

One, to celebrate and reinforce the shift of emphasis in the committee on this question; and, second, to congratulate you on your choice of place. You are absolutely right, Reverend John Steinbruck and this community have been a contribution to the Washington community, I can testify for 15 years, because I have been across the street and just seen some of what they have done, so I think your choice of a place is exquisite in terms of what you are trying to say here today.

Bishop John Ricard, of the Archdiocese of Baltimore, was prevented by an emergency this morning from coming. He was coming to testify on behalf of the U.S. Catholic Conference (USCC), and so I will testify in his place on behalf of the Conference, and specifically to share our concern about the continuing reality of hunger in our midst and to share some recommendations to improve the food stamp and child nutrition programs.

The USCC comes here today, the Bishops Conference, for three reasons:

First of all, our experience in this field of trying to work with the reality of hunger in the United States; second, because of compassion for the people who suffer—women and children particularly—in terms of hunger; and, third, we come because hunger, as Senator Leahy has said, is a moral question and we have a moral conviction that hunger undermines the lives, dignity and rights of those who suffer from it.

Various reports and our own experience in the church clearly document the presence and ravages of hunger in our land. Those who suffer most are children, women, and minorities, the most vulnerable people among us. Equally disturbing is the harm done to unborn children and infants who are especially tragic victims of hunger.

While disagreements may arise over the actual statistics of hunger and malnutrition, or the meaning of changing rates of poverty and infant mortality, no one can legitimately claim that this Nation does not face a serious problem of hunger. The real difficulty is not the debate about the statistics, but providing hungry people with an adequate diet, enough to maintain their physical, mental, and spiritual health.

In preparing this testimony, we sought to survey some of the experience of the Catholic community around the United States who have attempted to deal with the hunger problem directly. Bishop Ricard wanted to share with you his experience of Baltimore.

Let me briefly share with you our experience in Baltimore. Seven years ago, the Archdiocese of Baltimore founded a soup kitchen called Our Daily Bread. At that time, it was serving 150 people a day. Our Daily Bread was one of only four soup kitchens in the City of Baltimore. Today, there are 23 soup kitchens in Baltimore, and Our Daily Bread serves 450 people a day, and has served over 1 million meals since it opened. Obviously, there is hunger in Baltimore and the need has grown.

The church established 3 years ago, a wholesale food purchasing operation called Bread on the Water. Through this, we have been able to provide over $1 million a year in nutritious foods to some 350 local agencies who are then able to feed poor families at a cheaper cost than is otherwise available. This amounts to over 1 million tons of food annually that Bread on the Water is able to provide hungry people.

Moving beyond Baltimore, the USCC consulted Catholic Charities, which runs programs to address hunger around the country. They report that in 1985 their affiliated local agencies served 1,175,000 hungry people. This included food banks, soup kitchens, and other parish services. In 1986, Catholic Charities served 3,173,000 people, so there is a 2,000,000 increase in 1 year.

In the Archdiocese of New York, St. Francis Xavier Welcome Table served 700 to 800 people every Sunday in 1986. Last year they served over 1,200 every Sunday. The Archdiocese also participates in a wider emergency food assistance program which serves 1.2 million people monthly, 70 percent of whom are in families. In Davenport, Iowa, the Diocese there reports that the River Bend Food Bank, which it helped form and through whom many of its parishes feed the hungry, added 25 new food pantries just last year.

Here in Washington, less than a mile away, So Others Might Eat [SOME], served 254,703 meals in the last year, and Catholic Charities in Washington distributed 340 tons of food to hungry families in our Nation's Capital.

What we know is that the demand for these services expands exponentially and we cannot meet the demand. Our resources are being stressed to the breaking point, more and more people are running out of food earlier each month, and they come to us for additional help.

I can assure you that the church will continue to do what we can, but we cannot possibly hope to meet the need. Our efforts cannot and should not substitute for an adequate, just public policy and effective programs to meet the needs of the hungry.

Hunger is a fundamentally moral issue, because it is a fundamental human issue. In traditional Catholic social teaching, the right to a sufficient amount of food to sustain life is a human right, one linked directly to the right to life itself. When we address the question of public policy to combat hunger, therefore, we are not speaking of feeding people out of charity, an optional enterprise.

We are talking about something that is a matter of justice in the country. To fail to feed the hungry threatens the very structure of justice in our society and is a direct attack on a fundamental human right.

It is Catholic teaching that when the normal workings of the economy cannot provide for basic nutritional needs of some citizens, then the Government has a responsibility to supplement other efforts. We believe the Federal Government has the ultimate responsibility to see that, in this Nation, people do not go hungry.

We have listened carefully to the suggestion about the role of the voluntary sector, and how the churches in particular, ought to be able to take up the slack caused by the cutback in the Federal food assistance programs, which you have identified earlier in these hearings. Our problem with that proposal is not that we ought not to act in complement with the Government and with other agencies; it is that private activity should not supplement for what is a fundamental responsibility of the public authority of the country.

The churches will continue to increase their efforts in the way that I have illustrated through my case study, but we cannot substitute for the larger need that must be fulfilled by the role of the Federal Government. We can be partners with the Government, but we cannot and we ought not take their place.

The increase in basic food assistance and financial aid by churches and other private agencies in recent years should not be misread, therefore, as a sign of success for voluntarism, but, rather, should be seen for what it is—a desperate attempt to feed hungry people who have been abandoned. While we are very proud of our efforts to feed and shelter the poor, as all the church and religious communities are, we cannot pretend that soup kitchens and shelters represent a truly humane and effective response to hunger. In a sense they are a defeat. They are a human success in terms of what people are willing to do for other people, but they are a structural defeat for this society. These efforts of soup kitchens and shelters cannot substitute for a national commitment to end hunger and invest our common resources to feed the hungry in our Nation.

Let me come finally to some suggestions about policy. We believe that new initiatives are needed to begin to recommit ourselves to eliminating hunger. In our experience, there are two main problems with the Food Stamp Program that the churches cannot remedy through its programs.

One, the food stamp benefits are just too low for most poor people to have enough food to get through the month.

Two, many poor working people and their families are going hungry because they are not eligible for any or enough food stamps. In most cases, these families are hungry because the high cost of rents and utilities and/or child care leave them without enough cash for food. Current food stamp rules do not take into account the problems of poor families that have to spend 50 percent of their income for rent and another 25 percent for child care so that parents can work.

The best and most direct way to help poor families would be, first, to raise the basic benefit level for all families; and, two, to let families deduct the full amount of their shelter cost and child care cost when determining eligibility for benefits; and, finally, we call for an increase in funding for the Women, Infants and Children Program.

We have other specific recommendations in the prepared testimony, but this comes out of our experience of trying to cooperate with the Government and finding the public effort fundamentally defective in the face of this basic human right and absolutely fundamental moral problem.

Thank you.

[The prepared statement of Bishop Ricard follows:]

TESTIMONY OF

MOST REV. JOHN RICARD
AUXILIARY BISHOP OF BALTIMORE

ON

EMERGENCY HUNGER POLICY

BEFORE THE

SUBCOMMITTEE ON NUTRITION AND INVESTIGATIONS

OF THE

COMMITTEE ON AGRICULTURE, NUTRITION AND FORESTY

UNITED STATES SENATE

MARCH 28, 1988

Mr. Chairman:

I am Bishop John Ricard of the Archdiocese of Baltimore. I am pleased to appear before you today on behalf of the United States Catholic Conference, which is the public policy and legislative arm of the U. S. Catholic bishops. At the outset, Mr. Chairman, let me expresss my thanks and appreciation to you for your leadership in focusing attention on the needs of hungry people and in trying to relieve this problem. I also thank you for the invitation to come here today to share our deep concern about the continuing reality of hunger in our midst and to share some recommendations to improve the food stamp and child nutrition programs. We hope that these modest improvements can help to combat hunger as we develop the political will and broader measures to eliminate hunger in our land.

I come here today not as a nutrition expert but rather as a pastor who has seen firsthand the suffering that comes from hunger, poor nutrition and poverty. I come today out of a sense of compassion and urgency for the many children and their parents, the elderly, the unemployed, and the homeless who literally run out of food at some time each month. I also come out of a moral conviction that hunger undermines the lives, dignity, and rights of those who suffer from it. My experience convinces me that the problem of hunger in our nation is one that requires urgent and strong action.

Various reports issued during the last several years clearly document the presence and ravages of hunger in our land. The Physicians Taskforce on Hunger in America and the U. S. Conference of Mayors both have detailed the extent of hunger and the many gaps in services. Those who suffer the most are children, women, and minorities, the most vulnerable among us. Especially disturbing is the harm done to unborn children and infants who are the especially tragic victims of hunger. A recent report by the Children's Defense Fund confirms that this country still has a high rate of infant mortality, one of the clearest symptoms of hunger, which is a disgrace to a rich and caring nation.

While disagreements may arise over the actual statistics of hunger and malnutrition, or the meaning of changing rates of poverty and infant mortality, no one can legitimately claim that this nation does not face a serious problem of hunger. The real difficulty is in providing hungry people with a diet adequate enough to maintain their physical, mental, and spiritual health through our federal food programs.

The most recent survey by the U. S. Conference of Mayors on hunger and homelessness, entitled The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987, shows that the demand for emergency food assistance increased over the previous year surveyed in all but two cities. What is worse is that all but one of the cities expects the demand for emergency food assistance to increase during the coming year. The report points out too many cases where hungry people are turned away for lack of adequate emergency food supplies.

Sadly, I can only confirm these reports in our efforts in Catholic dioceses across the country. What we have learned from our common experiences, Catholic Charities agencies, pastors in inner cities, those working with farmers, and volunteers on the soup lines is essentially the same message - - that there are significant numbers of hungry people and families and that the number of hungry people is increasing; that the "economic recovery" of the last several years has passed them by; and that the cutbacks in the federal food assistance programs have hurt the poor severely.

Let me briefly share with you our experience in Baltimore. Seven years ago the Archdiocese of Baltimore founded a soup kitchen called Our Daily Bread. At that time we were serving 150 people a day. Our Daily Bread was one of only four soup kitchens at that time. Today, there are 23 soup kitchens in Baltimore and Our Daily Bread serves 450 people a day, and it has served over 1,000,000 meals since it opened. Obviously the need has grown.

We also established three years ago a wholesale food purchasing operation called Bread on the Water. We are able to provide over a million dollars a year in nutritious foods to some 350 local agencies who are then able to feed poor families at a cheaper cost than is otherwise available. This amounts to over 1,000,000 tons of food annually that Bread on the Water is able to provide hungry people. We even supply food through this program to agencies in Pennsylvania. Recently, the Archdiocese has started giving out bags of groceries to people who come to our Catholic Center in downtown Baltimore. We have been providing this service to over 400 families for the past two years.

Despite all of this we feel that we cannot meet the demand. Our resources are being stretched to the breaking point. More and more people are running out of food earlier each month and they turn to us for additional help. I assure that we will continue to try to do what we can, but we know that we cannot possibly hope to meet the need. Our efforts cannot and should not substitute for just public policies and effective programs to meet the needs of the hungry.

I am aware of similar experiences in other cities and communities across the nation. Catholic Charities, USA reports that in 1985 their affiliated local agencies served 1,175,000 hungry people. This included food banks, soup kitchens, and other parish services. In 1986, they served 3,173,000 people. In the Archdiocese of New York, St. Francis Xavier Welcome Table, served 700-800 people every Sunday in 1986. Last year they served over 1,200 every Sunday. The Archdiocese also participates in a wider emergency food assistance program which serves 1.2 million people monthly, 70% of whom are in families. In Davenport, Iowa the Diocese there reports that the River Bend Food Bank, which it helped form and through whom many of its parishes feed the hungry, added twenty-five new food pantries just last year.

Here in Washington, less than a mile away, So Others Might Eat served 254,703 meals in the last year and Catholic Charities distributed more than 340 tons of food to hungry families in our nation's capitol.

These reports are all the more discouraging because in the 1970s major progress had been made against hunger and malnutrition through the establishment or expansion of food stamps, child nutrition programs and other special supplemental food programs. However, the economic recession of the early 1980s coupled with the cutbacks in basic food assistance programs has eroded our national commitment to the poor and hungry and weakened the effectiveness of our efforts to combat hunger. This neglect cannot be allowed to continue.

Hunger is a fundamentally moral issue. In traditional Catholic social teaching the right to a sufficient amount of food to sustain life is a human right, one linked to the right to life itself. Pope John XXIII, in his encyclical, Pacem in Terris, listed the right to food as one of the most important human rights. We cannot permit the human dignity of so many of our fellow citizens to be undermined because they are too poor to feed themselves and their families.

Therefore, when we address the question of public policy to combat hunger, we are not speaking of feeding people simply out of our charity or as a matter of privilege. Rather, it is a matter of social justice and basic human rights. This concept of rights implies an obligation on the part of the larger society and our government. When the normal workings of the economy and society do not provide for the basic nutritional needs of all citizens, then the government has the responsibility to act. It has the duty to see that no one goes without adequate food or other basic necessities. We believe that the federal government has the ultimate responsibility to see that the people of this nation are properly fed. Certainly all levels of government and a wide range of private groups can and must do more to help those, who are left at the margins of society, but our national government has a responsibility that cannot be neglected.

We have listened carefully to the suggestion that the voluntary sector, and the churches in particular, ought to be able to take up the slack caused by the cutback in the federal food assistance programs. This suggestion, that private charity can make up for gaps in public services, ignores both reality and history. Our experience teaches us that it is not possible for the private voluntary sector to replace government programs. Our experience was recently confirmed in testimony before the House Select Committee on Hunger, where so many witnesses testified to the inability of the private voluntary agencies to fill the gap. Certainly, the churches have and will continue to increase their efforts and resources to assist the hungry and the poor. However, the churches cannot and should not substitute for the essential responsibility that just public policy and government programs must play in meeting basic human needs. We can be effective partners, we cannot go it alone.

The increase in basic food assistance and financial aid by churches and other private agencies in recent years should not be misread as a sign of success for voluntarism, but rather should be seen for what it is - - a desperate attempt to feed hungry people when others have abandoned their responsibility. While we are very proud of our efforts to feed and shelter the poor, we cannot pretend that soup kitchens and shelters represent a truly humane and effective response to hunger. They cannot substitute for a national commitment to end hunger and invest our common resources to feed the hungry.

Viewed from the perspective of the Catholic social teaching, the failure of our economy to provide adequate employment for so many of the poor and the cutbacks in federal food assistance over the last seven years are intolerable. New initiatives are needed to begin to recommit ourselves to eliminating hunger. We urge you to support a number of modest measures which we believe will strengthen existing federal food assistance programs, including:

1. An increase in the basic food stamp benefit level. Many food stamp recipients are running out of food each month because benefit levels are too low. Current levels also do not provide for an adequate diet. It is our hope that over time benefit levels can more closely approximate USDA's Low Cost Food Plan.

2. An elimination or lifting of the cap on the food stamp shelter cost deduction. Housing costs continue to rise often forcing many low-income people to choose between housing and adequate diets. For many very poor people, shelter costs amount to more than half of their incomes. Food stamp eligibility and benefits should take such situations into account.

3. A change in the household definition to allow relatives who have to double up to receive their full entitlement to food stamps. The shortage of available housing forces many to move in with relatives to avoid homelessness. Cutting back on benefit levels because relatives must double up intensifies both the problem of homelessness and hunger. We also wish to ensure that benefits are not reduced when relatives pay rent to other family members with whom they have doubled up.

4. A reduction in the prorating of initial allotments of food stamps. Recipients ought to be eligible to receive full benefits if they apply during the first half of the month and at least half their benefits if they apply in the second half of the month. This will help recipients in stretching limited food dollars.

5. An exclusion of the first $50 of child support as income in determining benefit levels. The adoption of this measure would bring the Food Stamp Program into conformity with AFDC rules and provide more food assistance to these families, as well as providing an incentive for absent parents to pay child support.

6. An increase in the dependent care deductions at least to the level allowed by AFDC rules. ($160 per child instead of a limit of $160 for the entire family.)

7. An extension of food stamp benefits to household members who are otherwise eligible when one of the members is on strike. Denying food stamp benefits to other family members, particularly children, who have no say in the decision about whether a wage earner goes on strike, is an unjust penalty.

8. A permanent authorization for food stamp eligibility of homeless persons in shelters.

9. The resumption of the requirement that those eligible for food stamps be made aware of the availability of the benefits. An information outreach program is critical if this nation is going to close the gap between eligibility and participation.

We are particularly concerned with the effects of inadequate nutrition on children. They are our future and are especially vulnerable to the harmful effects of inadequate nutrition. Therefore, we urge you to support several changes that could strengthen the child nutrition programs. Some of these changes include:

1. An increase in the reimbursement rate to schools for the school breakfast program. More schools would participate and the quality of the food would improve. Since only about a quarter of the eligible children who currently participate in the school lunch program also participate in the school breakfast program, it is necessary to expand the program and improve the nutritional level of the program itself.

2. A restoration of one more meal or snack in the Child Care Food Program for those children in day care centers. Many parents must work more than eight hours or have long commutes. It is helpful in these situations for young children to be able to receive additional meals or snacks.

3. A restoration of the participation of non-profit organizations in the Summer Food Program. Children need adequate nutrition all year long. Allowing non-profits to participate will help provide sufficient numbers of feeding centers to meet the need.

4. An allowance for low-income families to adopt or take in foster children without having their food stamps reduced. Low-income families should not have their federal and state adoption assistance and foster care payments counted as income in determining food stamp benefit levels. This will help to ensure better care for these children and cut down on institutionalization.

We also urge you to support an extension of the authorization of the Temporary Emergency Food Assistance Program (TEFAP) at its current $50 million level and increase the share of TEFAP administrative funds that must go to emergency feeding organizations. TEFAP has been of great assistance to many local community feeding centers. However, because of the uncertainty caused by the disruption in the distribution of certain commodities, we are concerned that the distribution network will also be disrupted and in some cases shut down. The establishment of an emergency feeding network has not been an easy task. It would be unwise and ultimately self-defeating in our efforts to eradicate hunger if we do not help to maintain this system until commodities are once again available.

Finally, we ask that you do all that you can to increase the funding for the Women, Infants, and Children Program. It is scandalous that a nation as wealthy as ours has such a high infant mortality rate, which is one of the most visible signs of hunger and malnutrition. It is wrong that so many innocent infants are condemned to death, when an effective prevention program such as WIC is available. WIC has proven to be effective in improving the chances for a healthy birth and in sustaining the health of young children and their mothers. It has also proven to be cost effective with a savings of $3.00 for every $1.00 spent. The long-term benefits to society of healthy children far outweigh any costs associated with the immediate budget increases needed to expand the WIC program to serve all who are eligible.

Conclusion

Hunger is a symptom of the disease of poverty. The long-term solution to poverty and hunger will only come about with adequate employment for those who can work and income support programs for those who cannot. The Catholic Bishops of the United states said in their recent pastoral on the economy, Economic Justice for All, that " . . . private charity and voluntary action are not sufficient. We also carry out our moral responsibility to assist and empower the poor by working collectively through government to establish just and effective policies." We hope that some of these proposals we support will move us toward establishing these just and effective policies.

In closing, I would like to emphasize that the debate over federal food assistance programs is not just a debate about statistics or budget numbers. Rather, we are talking about human beings - - their pain and joy, their hopes and fears. Is it too much to ask that the richest society on earth act to ensure that no American goes hungry, that all our sisters and brothers have a sufficient amount of food for their families? This debate is ultimately about what kind of country we want to be, whether we will find the will and the ways to protect human life and human dignity by eliminating hunger in our nation.

Senator Harkin. Father Hehir, thank you very much for an excellent statement.

I am going to ask one question of each of our witnesses today. If you are the first testifying, you do not get much of a chance to think about the answer, but the rest of you can mull it over.

Father Hehir. That means I will tell you I will come back with it. I know about correcting the record. [Laughter.]

Senator Harkin. There is one question I want to ask, because I want to see if there is a common thread here about what people perceive needs to be done.

My question is this: If you could make just one change to any of the food assistance programs that you are directly concerned with, one change which would most greatly facilitate your goals and objectives with respect to Federal food assistance programs, what change would you recommend?

Father Hehir. I would recommend two things, one at the policy level and one at the programmatic level. At the programmatic level, let me simply reaffirm what we have recommended here in terms of the Food Stamp Program as it affects families.

I think it is our experience—I say I think, because we are trying to draw upon lots of different resources here—that to some degree, testimony I gave a year ago on housing and homelessness is replicated in one aspect by this testimony on hunger, and that is that now we are talking about families and we are talking about families with one and two people working who one, cannot find housing, and then two, cannot get enough food to get them through the month.

I reaffirm the recommendations we have made in terms of the Food Stamp Program to deal specifically with the question of families; that is our primary programmatic suggestion.

I take it that the wider policy concern is not of a tactical or programmatic nature, the policy issue begins with the fact of the budget deficit and the recognition that we know there is going to be a moral fight about the budget in every year that we can see over the next 5 or 10 years. There has to be, therefore, a determination that is not simply moral, but also political at the highest level of our Government, that living with this problem of hunger is not a tolerable reality, and therefore the arguments that the budgetary process cannot accommodate the changes needed to deal with hunger is an unacceptable argument.

Now, that is at the level of policy premise, but it seems to me unless you get a determination at the level of policy premises, you are going to end up fighting about the funds within the budget resolution and there you lose sight of the human reality. So, at the policy level it seems to me one says in a country like this there are certain things for which the money can be found.

We talk about the technical and tactical debates after that, but this issue is fundamental. That is what I was trying to get at, at the level of policy premise. On the more specific programmatic idea, I have lots of ideas of where to go with the budget to get it, but those would not be universally shared and other committees would fight me.

Senator Harkin. Maybe with us it is.

Father **Hehir**. I think I am among friends, so I do not want to push my luck.

Senator **Harkin**. Thank you.

The **Chairman**. Thank you. I was just checking some statistics we have used before and I want to make sure I have them right, because they are so shocking. Among the 20 industrialized nations, the top 20 industrialized nations, we are tied for last place in infant mortality. You know, it is absolutely shocking when we hear the great morning in America type speeches. Morning never came for millions of Americans because of that.

I was delighted to hear you emphasize the WIC Program. I think that is a program that has been an unqualified success. It started with a couple of pilot programs in my own State, and pediatricians who were practicing before that, and since, have told me that it has virtually wiped out malnutrition among infants.

I could go on to dozens of things, but let me just ask the basic question here. You have had experience with the various food distribution centers serving a lot of TEFAP commodities. I think you, like most people, actually have firsthand knowledge and you don't need a bureaucratic slide rule to tell you who the truly needy and hungry are. Is there any question in your mind in the programs that you see, the food distribution, that if they were given twice the amount of TEFAP commodities that they now have, they would be able to get it to truly needy and truly hungry people?

Father **Hehir**. My understanding is that, yes, it is possible to expand the program substantially and to run the program with the kind of effectiveness that we have seen over the last few years. I do not believe that the channels would get clogged and the system overwhelmed. That is not our primary problem at the moment.

The **Chairman**. Is that an area where the private volunteer sector and the Government can work well together?

Father **Hehir**. Well, I think that it is, what one finds here in the critique of some of the governmental programs, is that we threw money at things and did not know what to do. There may be some programs in which that is the case, but I think there are also some programs in which we have demonstrated that only the Government can generate the kinds of funds necessary to address the problems; but, second, the Government probably ought not to try and do it by itself, and that the private sector is ready to cooperate, ready to take its already existing institutional structure and place it at the service of public programs that are moved by vision and purpose, but you cannot supplement from our private sector activities for that kind of leadership that is needed from the Government. There is just no way to do it, and that has been our fundamental theme from the beginning.

The **Chairman**. Thank you.

Senator **Harkin**. Thank you, Father Hehir.

Father **Hehir**. Thank you very much.

The **Chairman**. It is good to see you again.

Father **Hehir**. See you another time.

Senator **Harkin**. Let me call next Paul Vali, executive director of Bread for the City, and also Rick Stack, executive director of the Capital Area Community Food Bank. We are going to double up our panels. The next panel, we will have Linda Thompson, staff assistant, with the Government of the District of Columbia, Mayor's Commission on Food, Nutrition and Health, and also Ellen Bozman, member of the Arlington County Board, will be the next panel.

So, now we will have Paul Vali and Rick Stack together. I wanted to ask, is Thomas Meuser here?

Mr. VALI. Tom is out of town this week.

Senator HARKIN. He is your assistant director, right?

Mr. VALI. Yes.

Senator HARKIN. Well, he wrote a letter to the editor and it appears in the March 6 Washinton Post and he has one statement in there—he said, "a new understanding of who the poor are is essential if their needs are to be met." Can you help me with understanding that phrase? A new understanding of who the poor are is essential if their needs are to be met. I am not certain I understand what he meant by that. Maybe you do not, either, and it might not be fair for me to ask you that question, and maybe you understand it and know what he is talking about.

We welcome you both here, and please proceed.

The CHAIRMAN. Mr. Chairman, I might ask that Mr. Meuser's letter to the editor be placed in the record at this point.

Senator HARKIN. Without objection, we will place his letter in the record.

[The letter referred to follows:]

When The Cupboard Is Bare

Hunger could become a local catastrophe.

If recent pronouncements by the U.S. Department of Agriculture prove correct, an important program in the fight to end hunger in this country will all but shut down in the coming months, cutting off millions of Americans from a vital form of hunger relief. The implications for low-income residents of Washington are frightening.

The Temporary Emergency Food Assistance Program began in the early 1980s as a way to dispose of surplus commodities by giving them to the poor. Since then, cheese, flour, honey, dry milk, rice and other foodstuffs have helped more than 15 million Americans avoid the debilitating effects of hunger and malnutrition. Distribution has occurred through food banks, pantries and soup kitchens throughout the country. Though the federal government's intention was merely to utilize excess food, the program actually began to fill a need that food stamps and other programs were not adequately addressing. Now the USDA says that its stores of food are low and that TEFAP is not a high enough national priority to receive the necessary foodstuffs to keep it going.

Here in Washington, where more than 20 percent of the population lives at or below the federal poverty line ($11,200 a year for a family of four in 1987), such commodities have served as a vital resource for private agencies and churches providing food assistance to low-income residents. TEFAP commodities account for a large proportion of the food made available to the poor of our city through food providers. Thousands of senior citizens receiving minimal Social Security benefits and young parents trying to raise children on minimum-wage jobs depend on these commodities to survive. The abrupt loss of these foodstuffs, without something substantial to replace them, will cause hunger to increase dramatically in the District; and it will be innocent children and the elderly who will suffer most. For too many low-income people here, nutritious food is becoming a luxury item that necessarily takes a back seat to shelter and utility costs. After all, it is better to be hungry than homeless—or is it?

At the organization where I work, we see dozens of people faced with this question each day. They come here for free grocery bags of food because they often have nowhere else to turn. The food they receive really goes a long way in helping them make ends meet each month. Though poor, many do not qualify for food stamps as the program is now structured; consequently, the TEFAP commodities are the only substantial source of hunger relief they receive.

Even with the government commodities currently available, pantries across the District are straining to serve this growing hungry population. In the past year, we have served an average of 1,750-plus households per month. That is 500 households more per month than in 1986, and the upward trend shows no sign of slowing this year. The loss of commodities at this time will put an even greater strain on private hunger relief agencies in Washington and the nation in general. It is likely that many of these agencies will close down if they lose commodities, and our low-income neighbors will have even fewer places to turn for help.

What can be done? A concerted effort to address the hunger problem is needed both on the local and federal levels. A new understanding of who the poor are is essential if their needs are to be met. The simple fact is that there are millions of people living above the "poverty line" who still face abject poverty and hunger. Recognizing the value of the Temporary Emergency Food Assistance Program for the poor is an important first step in understanding hunger in this country and doing something positive about it. If current trends continue, Washington's hunger problem could truly become a local catastrophe, and that's a frightening idea to contemplate.

—Thomas Meuser

is assistant director of Bread for the City, an independent organization that provides food and counseling to the needy.

C8 SUNDAY, MARCH 6, 1988

THE WASHINGTON POST

Close to Home

Senator Harkin. I understand that Ellen Bozman must leave by 11:30, so we will call her first when we get to the next panel.

We welcome you and, without objection, your statements will be made a part of the record, and I will call upon Paul Vali first.

STATEMENT OF H. PAUL VALI, EXECUTIVE DIRECTOR, BREAD FOR THE CITY, INC., WASHINGTON, DC

Mr. Vali. Senator Harkin, Senator Leahy, I want to thank you for inviting me to testify about the role of the emergency food providers. I particularly want to thank you for coming to the front lines, so to speak. That is very important.

I come here today as the director of one of the largest, and some say one of the most effective, emergency food assistance programs in the District of Columbia. Providing food is just one of the things we do, but it is the most important. And while Bread for the City has been at it longer than some, we are just one of the many programs and pantries struggling for the same cause—to see that people without food have something to eat.

Most of us do what we do because we are committed to the belief that poverty, and its most insidious symptom, hunger, just ought not to be. Here in the Nation's Capital, those with such commitments have plenty to do.

But poverty is not unique to our city. It is certainly increasing everywhere, and when you have increased poverty it goes without saying that you are going to have increased hunger.

There is no real argument, past statements by some of the current administration notwithstanding, about whether hunger exists. All the evidence indicates that it does, and in many cases in crisis proportions.

In your hearings, you are undoubtedly going to hear testimony about the Food Stamp Program and its role in fighting hunger, as well as recommendations about what ought to be done to improve that program.

I want to add just a word about a misconception I always hear about the Food Stamp Program—that is that food stamps are adequate to prevent the poor from going hungry. That is wrong, just plain and simple. One can be poor and not even qualify for food stamps under the present guidelines, nor are food stamps enough for those receiving them.

At Bread for the City, and I would guess at most other emergency food programs, we constantly see people who tell us that their food stamps always run out after the second or third week of the month.

Additionally, a large number of people needing our help say they do not even receive food stamps, the reasons for which vary. I have listed some of those reasons in my prepared statement and I will just refer you to page 3 of my prepared statement.

We did a spot check of some of the statistics recently and we are guessing that about 30 to 40 percent of the people that come to us for help actually get food stamps. Almost 90 percent of them seem to qualify, and these are people qualifying not marginally, but obviously. As I said, the reasons why people are not getting them are listed in the prepared testimony, and you will probably hear a lot from other people saying the same thing.

Added to all of this is the fact that many people are wrongly denied food stamp eligibility. A recent GAO study indicates the error rate may be as high as 20 percent in some areas. There have been occasions that my agency has called the food stamp office regarding a client we felt was mistakenly denied benefits. The result was that the client was instructed to return to the food stamp office and we found out was ultimately deemed eligible. This is very important, because many of those who are wrongly turned away never question that decision, assuming that mistakes like this just would not be made. These people usually never try again.

The point of these comments about food stamps is that they have always been inadequate and never available to all who need them.

That brings me to the importance of emergency food programs and pantries in this fight against hunger. These private, grassroots programs have emerged because the public assistance available was not sufficient, for whatever reason, to provide the food needed by many of the poor and low-income families in our communities. All the public assistance combined does not lift them out of poverty. These folks barely have income for shelter, utilities, medical needs, and other basic necessities. They certainly have no money to divert to food expenditures when food stamps and other assistance either run out or are unavailable to them.

It is very important to realize that emergency food programs serve more than just those whose public benefits are less than adequate. These programs are often the only help available to the working poor, whose low wages are never enough to make ends meet. They serve those whose benefits have run out, who do not qualify for public assistance, and those who need emergency food while awaiting the arrival of benefits. In a word, our programs are not only the last resort, but they are often the only option available for people coming to us for help.

The pressures on emergency food programs are very great. We are no longer the helping hand for an occasional emergency. We have been thrust into the role of providing regular supplements to inadequate public assistance. Every month is a crisis for families whose benefits and/or income run out. On the first of the month, we help those who can get no other help. At the end of the month, we are helping people whose benefits, and whatever other resources they have, have run out. Increasingly, we receive requests from governmental agencies seeking immediate help for clients that are awaiting benefits. And all this happens month after month.

Emergency food needs are increasing dramatically, a fact attested to by the growing numbers of people coming for help. In the first 8 months of our current fiscal year, Bread for the City provided free 3- to 5-day food bags to feed over 22,547 people. That figure represents a 35 percent increase over the same period last year. Our cash food expenses for the first half of this fiscal year already exceed by 32 percent those of the entire previous year. I would guess that other emergency food providers could cite similar numbers. But we continue to persevere, because we are committed, like most of you, to putting an end to hunger in our community, and because we know the Government needs our help in this struggle.

Having said that, I want to specifically voice my concern over USDA's plans to cut back and possibly eliminate the Temporary Emergency Food Assistance Program [TEFAP].

TEFAP commodities are the single most important part of the food assistance most emergency food programs can provide. These items are crucial because they are a major source of good food and high quality protein—for some, the only good source of protein—for families needing emergency food.

The availability of TEFAP commodities also allows emergency food programs, already struggling with scarce resources, to use those resources for other necessary purposes—operational costs, additional food, et cetera. Without these commodities, many emergency food programs would simply not be able to continue, while the assistance provided by those who can continue would be greatly diminished. In the case of my own agency, I would guess that replacing TEFAP products would almost triple our food costs, and I am not sure we could stand that kind of strain.

One hears many arguments against TEFAP. Distribution schedules vary from area to area, as do eligibility guidelines. Federal support for administrative costs is inadequate. The paperwork and bureaucracy involved has reached nightmarish and often paralyzing proportions. There certainly have been abuses in the public distribution of the commodities. But these are technical problems that I think can be remedied if there is a will to do it.

It is sometimes argued by the food industry that TEFAP distribution causes market displacement. I think the simple truth is that poor people just could not afford and thus seldom buy these items. One could make the point—and I have to give credit to Rick Stack for making me aware of this—that if you make these items available to people at the time of need, that you may actually foster a preference for that product which may later result in people buying it when they have the resources. So I think you are completely undoing the argument by the food industry against TEFAP.

Recently, I have heard the argument that the money spent on TEFAP could be better used if put into food stamp increases for families. I would like to say that certainly the Food Stamp Program needs to be improved and benefits could certainly be raised. But a quick comparison that we did of supermarket prices versus the Government's cost for the commodity shows us that considerably higher amounts of food stamps would be needed to purchase those items at the grocery stores than was actually being spent through TEFAP for the same product.

The important point is that 15 million people benefit significantly from TEFAP each month—people who often have no other assistance available. TEFAP commodities are, in a real sense the difference between eating and not eating for these folks.

Without TEFAP, many of the emergency food programs, and their expertise in fighting hunger on the front lines, would simply cease to exist. This is an important consideration. TEFAP not only feeds hungry people directly, but has also fostered the growth of a network of helping agencies who are able to supplement TEFAP assistance with other related and needed services—counseling; we do referral; we do case advocacy. Many of these efforts will likely cease to exist without the core assistance TEFAP provides. That is going to be a cost that I do not think you can put a price on.

The TEFAP Program must be continued, at the very least until the uncertainty surrounding the actual inventories and commodities available down the road is cleared up. And TEFAP must certainly continue until the full impact on the 15 million people deprived of its assistance is clearly known and a better way to meet that need is in place—and I emphasize the words "in place" because it is not going to be enough just to work in committees on the problem. If you are taking away the food, there are people who are going to be starving in the meantime.

In conclusion, I want to say that it is very easy to be overwhelmed and even paralyzed by all the facts and numbers involved. But hunger is much more than statistics. It is empty stomachs, malnourished children, and very hard choices—choices between food and a place to live, between food and heat, between food and medical care—these are choices that no one should have to make. For many, hunger means being afraid of tomorrow.

We hear about study after study documenting the reemergence of hunger as a national crisis, and we all cry out for something to be done. Yet, there seems to be very little recognition that this crisis is directly linked to the cutbacks in Federal nutrition programs and/or their failure to keep pace with the need in recent years.

I do not want to minimize the budget deficit and the need to bring it under control. But we have tolerated such enormous waste in government spending for so long, coupled with the fact that so many large, prosperous corporations have paid little or no taxes for the privilege of enjoying the American dream over the years. Now, maybe we cannot afford to give everybody that same portion of the American dream, but we can afford to extend ourselves as a nation to see that no one goes hungry. The budget cannot be balanced by cutting back on food assistance programs while hunger continues to get worse.

One asks if there is a fundamental right not to be hungry. Of course there is. And that means that those who can do something have a moral obligation to do so. We in the private sector are trying to live up to that responsibility through our emergency food programs. You as Members of the Senate, must do your share. And right now that means continuing the TEFAP assistance which enables us to do our part as well as improving the Food Stamp Program, WIC and other vital nutrition programs.

We hear a lot about the economic recovery of recent years. We also know that a significant number of our citizens have not benefited from that recovery. Many of these people not only experience hunger, but experience it daily. The poor deserve our help in their struggle to be self-sufficient. They really cannot take any more cutbacks. They have suffered enough already.

Thank you.

[The prepared statement of Mr. Vali follows:]

Testimony

by

H. Paul Vali
Executive Director*
Bread for the City, INC.
Washington, D. C.

before the

Subcommittee on Nutrition and Investigation

of the

Committee on Agriculture

United States Senate

28 March 1988

[* The views expressed in this testimony are those of the author and should not, by virtue of association, be attributed to the Board of Directors or other members or supporters of Bread for the City, INC.]

Senator Harkin and other members of this subcommittee, I want to thank you for inviting me to testify today about the role of emergency food programs in fighting hunger. Of particular concern to me, and to others who operate similar programs, is the anticipated demise of the Temporary Emergency Food Assistance Program (TEFAP), a program which, in its few short years of existence, has played a key role in providing emergency food assistance to poor and low income households.

I come here as the Director of one of the largest, and some say one of the most effective, emergency food assistance programs in the District of Columbia. Providing food is just one of the things we do, but it is the most important. And while Bread for the City has been at it longer than some, we are just one of many programs and pantries struggling for the same cause--to see that people without food have something to eat.

Most of us do what we do because we are committed to the belief that poverty, and its most insidious symptom, hunger, just ought not to be. Here in the nation's capital, those with such commitments find plenty to do. About one in five District residents lives in poverty, many if not most of them children and senior citizens. Our poverty and unemployment rates are above the national average. Our infant mortality rate is the highest in the nation. Two-thirds of the adult poor are women, usually single mothers with children. And at least half (some say three-quarters) of all the poor in Washington, D.C. are on some form of public assistance.

But poverty is not unique to our city. The poverty rate is up everywhere. Wages are not keeping pace with inflation. Even the maximum financial assistance combined with the maximum food stamp allotment still leaves families below the poverty line (and one has to remember that not everyone living in poverty is eligible for food stamps and other assistance). Unemployment, while down, is still significant. Nearly half the jobs being created barely pay poverty wages. The minimum wage, in constant dollars, is the lowest in thirty (30) years. And rising housing costs are continuing to outdistance people's ability to afford decent homes.

And, of course, when poverty is worse, hunger is also worse. Reference to the poverty line, by definition, implies the inability of those below it to provide for their basic food and nutritional needs. Is it any wonder that increasing numbers of people are seeking out pantries and other avenues of emergency food assistance?

One hears the argument that since unemployment is down, poverty and hunger must also be improving. This shows a clear misunderstanding of the poverty dynamic. Many of the poor and hungry do not show up in the employment picture: children, the disabled, the elderly. There is no real argument, past statements by some in the current Administration notwithstanding, about whether hunger exists. All the evidence indicates it does, and in many cases, in crisis proportions.

Today you will undoubtedly hear testimony about the role of food stamps in fighting hunger, as well as recommendations about what should be done to improve that program to make it an even more effective source of relief for those who cannot afford the food they need. These improvements include: higher and more realistic benefit levels; eliminating caps on deductions for excess shelter costs in determining food stamp allocations; eliminating rules that force families to choose between food stamps and remaining together; removing such barriers to participation as overzealous and unreasonable antifraud measures and recertification requirements; and of course, the need for more effective outreach and education about food stamp eligibility.

I do want to add just a word about a misconception I often hear regarding those receiving food stamps--that food stamps are adequate to prevent the poor from going hungry. That's wrong, plain and simple. One can be poor and not even qualify for food stamps under the present guidelines.

Nor are food stamps enough for those receiving them. At Bread for the City (and I would guess at most other emergency food programs) we constantly see people who tell us their food stamps always run out after the second or third week of the month. We also see senior citizens whose only income is SSI support who say they receive a mere $10 in food stamps each month. When most of that SSI check goes toward housing and utilities, $10 for the month's food can hardly be called assistance.

Additionally, a large number of people needing our help say they do not receive food stamps, the reasons for which vary:

--After hearing so many stories of eligibility denial, they think they would not qualify, and thus do not apply.

--They hear horror stories of long lines and many hours of waiting, uncooperative and often rude, abusive food stamp workers.

--They tell of being turned down because they lacked the exact information requested.

--They tell of denied eligibility because they were unable to provide answers to questions they did not understand, while the person taking the application offered little or no clarifying assistance.

--They tell of losing eligibility due to a delay in getting together information needed for recertification. This loss of eligibility sometimes resulted in weeks or even months without food stamps, even after the required information had been submitted.

Added to all this is the fact that many people are wrongly denied eligibility. A recent GAO study indicated the error rate may be as high as 20% in some areas. There have been occasions at my agency where we have called the food stamp office regarding a client we felt was mistakenly denied benefits. The result was that the client was instructed to return to the food stamp office and was ultimately deemed eligible. This is important because many of those who are wrongly turned away never question the decision, assuming that mistakes like this just would not be made. These people usually never try again.

The point of these comments about food stamps is that they have always been inadequate and never available to all that need them.

That brings me to the importance of emergency food programs and pantries in this fight against hunger. These private, grassroots programs have emerged because the public asistance available was not sufficient, for whatever reason, to provide the food needed by many of the poor and low-income families in our communities. All the public assistance combined does not lift them out of poverty. These folks barely have income for shelter, utilities, medical needs, and other basic necessities. They certainly have no money to divert to food expenditures when food stamps and other assistance either run out or are unavailable to them.

It is very important to realize that emergency food programs serve more than just those whose public benefits are less than adequate. These programs are often the only help available to the working poor whose low wages are never enough to make ends meet. They serve those whose benefits have run out, who do not qualify for public assistance, and those who need emergency food while awaiting the arrival of benefits. In a word, our programs are not only the last resort, but often the only option for people coming to us for help.

I should add that emergency food programs are also the first place some people seek out for help. The shock of being suddenly unemployed, poor and hungry is significant and does not fade easily or quickly. These "new poor" have never needed help before and are often too ashamed and embarrassed to apply for the public assistance to which they may be entitled. They turn to us long before they allow themselves to apply for welfare or food stamps.

The pressures on emergency food programs are very great. We are no longer the helping hand for an occasional emergency. We have been thrust into the role of providing regular supplements to inadequate public assistance. Every month is a crisis for families whose benefits and/or income run out. The first of the month we help those who can get no other help. By the end of the month, we are helping those whose benefits and/or resources did not last the month. Increasingly, we receive requests from governmental agencies seeking immediate help for clients awaiting benefits. And all this happens month after month.

Emergency food needs are increasing dramatically, a fact attested to by the growing numbers of people coming for help. In the first eight months of our current fiscal year, Bread for the City provided free 3-to-5 day food bags to feed 22,547 people. That figure represents a 35% increase over the same period last year. Our cash food expenses for the first half of this fiscal year already exceed by 32% those of the entire previous year. I would guess that other emergency food providers could cite similar numbers. But we continue to persevere, because we are committed, like most of you, to putting an end to hunger in our community, and because we know the government needs our help in this struggle.

Having said that, I want to specifically voice my concern over USDA's plans to cut back and possibly eliminate the Temporary Emergency Food Assistance Program.

TEFAP commodities are the single most important part of the food assistance most emergency food programs can provide. These items are crucial because they are a major source of good food and high quality protein (for some, the only good source of protein) for families needing emergency food. Because these items are also easy to handle and distribute (compared to the time-consuming, labor-intensive efforts required to process salvage items), they are virtually a godsend to programs which rely mostly on volunteers.

The availability of TEFAP commodities also allows emergency food programs, already struggling for resources, to use those resources for other necessary purposes (operational costs, additional food, etc.). Without these commodities, many emergency food programs would simply not be able to continue, while the assistance provided by those who can continue would be greatly diminished. In the case of my own agency, replacing TEFAP products would almost triple our food costs.

One hears many arguments against TEFAP. Distribution schedules vary from area to area, as do eligibility guidelines. Federal support for administrative costs is inadequate. The paperwork and bureaucracy involved has reached nightmarish and paralyzing proportions. And there certainly have been abuses in the public distribution of these commodities. But these are technical problems that can be remedied.

It is sometimes argued by the food industry that TEFAP distribution causes market displacement. The simple truth is that poor people could not afford and thus seldom, if ever, buy many of these products. One could also add that making these items available to people in need might foster a preference for that product which may later result in people buying that item when they are financially able to do so.

Recently I have heard the argument, unfortunately made by some hunger advocates, that the money spent on TEFAP could be better used if put into food stamp increases for families. A simple comparison of supermarket prices versus the government's cost for the commodity quickly shows that considerably higher amounts of food stamps would be needed to purchase these items at the grocery store than is spent through TEFAP for the same product.

The important point is that 15 million people benefit significantly from TEFAP each month--people who often have no other assistance available. TEFAP commodities are, in a real sense, the difference between eating and not eating for these folks.

Without TEFAP, many of the emergency food programs, and their expertise in fighting hunger on the front lines, would cease to exist. This is an important consideration. TEFAP not only feeds hungry people directly, but has also fostered the growth of a network of helping agencies who are able to supplement TEFAP assistance with other related and needed services: counseling, referral, case advocacy. Many of these efforts will likely cease to exist without the core assistance TEFAP provides.

The TEFAP program must be continued, at the very least until the uncertainty surrounding the actual inventories and commodities available down the road is cleared up. And TEFAP should surely continue until the full impact on the 15 million people deprived of its assistance is clearly known and a better way to meet that need is in place.

In conclusion, I want to say that it is very easy to be overwhelmed and even paralyzed by all the facts and numbers involved. But hunger is much more than statistics. It is empty stomachs, malnourished children, and very hard choices--choices between food and a place to live, between food and heat, between food and medical care--choices no one should have to make. For many, hunger means being afraid of tomorrow.

One hears that more money in actual dollars is being spent than ever before to combat hunger. That fact is beside the point. Everything costs more in actual dollars: rent, utilities, and the cost of food.

We hear about study after study documenting the reemergence of hunger as a national crisis, and we cry out for something to be done. Yet there seems very little recognition that this crisis is directly linked to the cutbacks in federal nutrition programs and/or their failure to keep pace with the need in recent years.

I do not want to minimize the budget deficit and the need to bring it under control. But we have tolerated such enormous waste in government spending for so long, coupled with the fact that so many large, prosperous corporations have paid little or nothing for the privilege of enjoying the American dream over the years. We can afford to extend ourselves as a nation to see that no one goes hungry. The budget cannot be balanced by cutting back on food assistance programs while hunger continues to worsen.

One asks if there is a fundamental right not to be hungry. Of course there is. And that means those who can do something have a moral obligation to do so. We in the private sector are trying to live up to that responsibility through our emergency food programs. You as members of the Senate, must do your share. And right now that means continuing the TEFAP assistance which enables us to do our part.

We hear a lot about the economic recovery of recent years. We also know that a significant number of our citizens have not benefited from that recovery. Many of these people not only experience hunger, but experience it daily. The poor deserve our help in their struggle to be self-sufficient. They really cannot take any more cutbacks. They've suffered enough already.

Thank you.

Senator HARKIN. Paul, thank you very much.

Mrs. Bozman, I will call on you in a minute, but I want to next recognize Richard Stack, executive director of the Capital Area Community Food Bank.

STATEMENT OF RICHARD STACK, EXECUTIVE DIRECTOR, CAPITAL AREA COMMUNITY FOOD BANK, WASHINGTON, DC

Mr. STACK. Honorable Senators Harkin and Leahy, hardworking staff members, distinguished guests.

Thank you for the opportunity to address the subcommittee this morning. It must rank among the most thankless tasks on Capitol Hill for a Federal legislator to oversee matters of the District of Columbia. When the good people of Iowa and Vermont think of Washington, DC most likely their concern centers on a pleasant sightseeing experience.

Your diligence as to the plight of Washington's poor must not have much relevance to your constituents back home. By the same token, the colonial status of Washington precludes DC residents from returning favors in any meaningful political way. So you are to be commended for your present field trip and investigation. It is all too rare that the attention of national lawmakers gets focused on Washington area problems. I truly cherish your efforts.

I am Richard Stack, executive director of the Capital Area Community Food Bank. The food bank is the conduit between the food industry and the social service community. The Capital Area Community Food Bank is at the hub of the region's most extensive hunger-fighting network.

We are the supplier to the soup kitchens, day care centers, halfway houses, homeless shelters, and emergency food box providers who administer to the nutritional needs of our less fortunate neighbors. Statistics from the Departments of Human Services for the District of Columbia and the neighboring Virginia and Maryland counties reveal that 250,000 people in the metropolitan area are eligible for food stamps, 250,000 people in a metropolitan area that many believe to be one of the most affluent, powerful cities on the face of the globe. Those 250,000 people become our target population.

Our program's approach is to attack hunger by attacking food waste. We solicit donations from the food industry of wholesome yet unmarketable goods. Perhaps the packaging is dented or mislabeled, but the contents are fine. Often, we receive tractor-trailer quantities of production overruns or test market items that did not sell. For these reasons, and more, the U.S. Department of Agriculture calculates that 20 percent of U.S. food production goes to waste every year. The food bank converts this would-be waste into a nutritious resource.

Senator HARKIN. I am sorry to say this, but we had that vote at noon coming up and we have really got to move. Could you maybe summarize for 5 or 7 more minutes, something like that?

Mr. STACK. Surely.

Senator HARKIN. We are really having a problem with our scheduling today.

Mr. STACK. OK. I just want to add that monthly, food from the food bank helps make more than 330,000 meals and is distributed in 36,000 emergency food boxes. Our network assists 150,000 people, including 23,000 families.

Now, the bad news. According to the report of the U.S. Conference of Mayors, the demand for emergency food assistance increased last year by an average of 18 percent in the 26 cities that were surveyed. In Washington, DC, there was a 40 percent increase in the number of families with children served by DC-run family shelters. The demand is expected to increase in 1988. The survey cited as the leading causes of hunger: one, employment-related problems, two, inadequate or problematic assistance, and three, poverty.

The food bank, in a unique, private sector way, addresses the assistance issue.

Having clarified the scope of hunger regionally and having established the role of the food bank, I would like to address the food bank's involvement with the Temporary Emergency Food Assistance Program. At present, the word "involvement" is something of a misnomer, as we have received no commodities during the current fiscal year.

A little history is in order. Federal commodities distribution was open to food banks in the winter of 1980-81. At that time, there was a mad scramble to move as much product as possible. For whatever reasons—humanitarian, the reduction of stockpiles, whatever—a lot of good food was moved in a short span of time with relatively little red tape. Proving that it can be done.

Within 2 years, the first bureaucratic edict was issued that negatively affected our food bank. We could no longer distribute Federal commodities received from the DC State agent to our member agencies in Maryland and Virginia. The realities of life in the metropolitan area ran counter to the rules of jurisdictional boundaries. After much unsuccessful negotiating, the food bank accepted commodities with the stipulation that what was received from one jurisdiction had to be issued within that jurisdiction. As the logistics and triple tracking of product from Annapolis, Richmond, and DC proved too burdensome and costly, we narrowed our focus to Washington. We worked with county sources so that our Virginia and Maryland groups would have some access to the commodities. This was not particularly convenient or cost effective, so many suburban agencies simply did without.

Two years later, administrative changes began to focus on accountability. The food bank was asked to track food from the State agent to the food bank to our member agencies. This was relatively easy for us to do and we complied.

Then, this past year came the cruncher. We were asked to take the tracking one step further. We were asked to trace the flow from the State agent to the food bank to our member agencies to the individuals and families to whom our groups give the food.

For several reasons, this is an accountability the food bank cannot accept. The vast majority of our inner city agencies are staffed by volunteers whose forte is heart, not paperwork. These people know who their neighbors in need are and view the documentation process as an unnecessary form of harassment and embarrassment.

If the food bank were to agree to track the Federal food flow to the ultimate recipient, at best we would wind up with tens of thousands of forms for which we have no use. At worst, we would be stuck——

The CHAIRMAN. Something which nobody would read, incidentally.

Mr. STACK. Correct. At worst, we would be stuck paying for the commodities for which our groups could not account. We have not the resources to prevent or reimburse such innocent oversights. The manpower necessary to monitor and record all the transactions is too costly an endeavor for the food bank to absorb.

Figuring the Food Services Branch of the DC Public Schools—that is our State agent that issues Federal commodities for DC—had the people power to fulfill the final stage of accountability, I suggested specific roles for the major players. The food bank would continue to store and distribute the goods. The Food Services Branch would handle the monitoring and paperwork processing.

The Food Services Branch replied that it had no direct relationship with our member agencies and so was reluctant to venture afield to monitor our groups' activities. The solution I proposed was a three-way memorandum of agreement. This would create the relationship the Food Services Branch lacked. This contract also would establish clearly the roles and responsibilities of each party.

The Food Services Branch showed interest in this concept until word came from the USDA regarding the reduction in inventories projected for fiscal year 1988. At that point, the Food Services Branch broke off negotiations, believing the matter moot and the food bank's involvement no longer necessary.

If the quantities of TEFAP commodities are ever ratcheted upwards, the food bank stands ready to offer its storage and distribution capabilities. I seek the subcommittee's assistance in two areas:

One, allowing the flow of Federal food across State lines would provide equal access to those living in the shadows of urban districts; and two, implementing the concept of the three-party memorandum of agreement would streamline the paperwork process, enhance accountability, and facilitate a smoother distribution of USDA commodities.

Two final observations, and Paul touched on one of them:

One, I have heard the argument of "market displacement" advanced for curtailing the distribution of commodities. This theory claims that every ounce of food given away represents an ounce of food that otherwise would be sold. In other words, the Federal distributions prevent certain sales from taking place.

I would argue that, rather than destroying markets, TEFAP has created markets. Those receiving commodities are too poor to buy the federally issued goods. However, TEFAP is creating a taste for certain foods that would be otherwise unobtainable. When these recipients are back on their feet, they become paying customers for products, particularly dairy goods, they might not otherwise have purchased. The "market displacement" argument is thus too shortsighted.

The second point—and this gets to the question that you are about to ask—it seems that as Federal programs evolve, there comes an inevitable preoccupation with fraud. Perhaps this happens because it is easier to contend with fraud than with the societal problem the program was intended to address in the first place—in this case hunger.

I become resentful when the rules and regulations are aimed at the tiny percentage of abusers. This seems to me to be a subtle form of subterfuge, diverting energies and resources necessary to attack the larger problem. The phrase "throwing out the baby with the bathwater" seems invented for this overzealous focus on fraud.

Let us not be guilty of hard-heartedness. Let us temper our effort to contain fraud with an overdose of compassion. Let us err on the side of giving out too much, rather than not enough, food. Justice calls for no less.

Again, I thank you for your receptiveness this morning. I wish you much wisdom in your efforts to assure adequate nutrition for all Americans.

Thank you.

[The prepared statement of Mr. Stack follows:]

CACFB
Capital Area Community Food Bank
2266 25th Place, N.E. • Washington, D.C. 20018 • (202) 526-5344

Testimony to the Subcommittee on Nutrition and Investigations of the
Senate Agriculture Committee
March 28, 1988

Richard Stack, Executive Director
Capital Area Community Food Bank

The Honorable Senators Harkin and Leahy, hard working staff members, distinguished guests:

Thank you for the opportunity to address the Subcommittee this morning. It must rank among the most thankless tasks on Capitol Hill for a federal legislator to oversee matters of the District of Columbia. When the good people of Iowa and Vermont think of Washington, D.C. most likely their concern centers on a pleasant sight-seeing experience.

Your diligence as to the plight of Washington's poor mustn't have much relevance to your constituents back home. By the same token, the colonial status of Washington precludes D.C. residents from returning favors in any meaningful, political way. So you are to be commended for your present field trip and investigation. It is all too rare that the attention of national law makers gets focused on Washington area problems. I truly cherish your efforts.

I am Richard Stack, Executive Director of the Capital Area Community Food Bank. The Food Bank is the conduit between the food industry and the social service community. The CACFB is at the hub of the region's most extensive hunger-fighting network.

We are the supplier to the soup kitchens, day care centers, half-way houses, homeless shelters, and emergency food box providers (like the one you toured this morning, Bread for the City) who administer to the nutritional needs of our less fortunate neighbors. Statistics from the Departments of Human Services for the District of Columbia and the neighboring Virginia and Maryland counties reveal that 250,000 people in the metropolitan area are eligible for Food Stamps.

Our program's approach is to attack hunger by attacking food waste. We solicit donations from the food industry of wholesome yet unmarketable goods. Perhaps the packaging is dented or mislabeled, but the contents are fine. Often we receive tractor-trailer quantities of production overruns or test market items that didn't sell. For these reasons and more, the U.S. Department of Agriculture calculates that 20% of U.S. food production goes to waste every year. The Food Bank converts this would-be waste into a nutritious resource.

A United Way Member Agency
"A Community Caring For Its Own"

350 area charities draw their supplies from our warehouse. In so doing, these agencies slash their food expenditures 80%. The ramifications of these savings enable organizations to hire more counselors, buy beds, purchase medications, or other essentials needed to operate and improve their programs.

Monthly, food from the Food Bank helps make more than 330,000 meals and is distributed in 36,000 emergency food boxes. Our network assists 150,000 people, including 23,000 families.

Now some bad news. According to the report of the U.S. Conference of Mayors, the demand for emergency food assistance increased last year by an average 18% in the 26 cities surveyed. In Washington ther was a 40% increase in the number of "families with children" served by D.C.-run family shelters. The demand is expected to increase this year. The survey cited as the leading causes of hunger (a) employment-related problems, (b) inadequate or problematic assistance, and (c) poverty.

The Food Bank, in a unique, private-sector way addresses the assistance issue. We are an entity around which the religious, business, civic, and governmental communities can rally. The help we offer is tangible and makes sense. We strive to be at the heart of a community caring for its own.

Having clarified the scope of hunger regionally and having established the role of the CACFB, I'd like to address the Food Bank's involvement with the Temporary Emergency Food Assistance Program. At present, the word "involvement" is a misnomer, as we have received no commodities during the current fiscal year.

A little history is in order. Federal commodities distribution was open to food banks in the winter of 1980/81. At that time there was a mad scramble to move as much product as possible. For whatever reasons -- humanitarian, the reduction of stock piles, whatever -- a lot of food was moved in a short span of time with relatively little red tape. It can be done.

Within two years the first bureacratic edict was issued that negatively affected our Food Bank. We could no longer distribute federal commodities received from the D.C. State Agent to our member agencies in Maryland and Virginia. The realities of life in a metropolitan area ran counter to the rules of jurisdictional boundaries. After much unsuccessful negotiating, the Food Bank accepted commodities with the stipulation that what was received from one jurisdiction had to be issued within that jurisdiction. As the logistics and triple tracking of product from Annapolis, Richmond, and D.C. proved too burdonsome and costly, we narrowed our focus to Washington. We worker with county sources so that our Virginia and Maryland groups would have some access to the commodities. This was not particularly convenient or cost effective, so many suburban agencies simply did without.

Two years later administrative changes began to focus on accountability. The Food Bank was asked to track food from the State Agent to the Food Bank to our member agencies. As we had been doing this all along, this was an easy request with which to comply. We even set up separate books for USDA foods.

Then, this past year came the cruncher. We were asked to take the tracking one step further. We were asked to trace the flow from the State Agent to the Food Bank to our member agencies to the individuals and families to whom our groups give the food.

For several reasons, this is an accountability the Food Bank cannot accept. The vast majority of our inner city agencies are staffed by volunteers whose forte is heart, not paper work. These people know who their neighbors in need are and view the documentation process as an unnecessary form of harrassment and embarrassment.

If the Food Bank were to agree to track the federal food flow to the ultimate recipient, at best we would wind up with tens of thousands of forms for which we have no use. At worst, we would be stuck paying for the commodities for which our groups could not account. We haven't the resources to prevent or reemburse such innocent oversights. The manpower necessary to monitor and record all the transactions is too costly an endeavor for the Food Bank to absorb.

Figuring the Food Services Branch of the D.C. Public Schools (the State Agent that issues federal commodities for D.C.) had the people power to fulfill the final stage of accountability, I suggested specific roles for the major players. The Food Bank would continue to store and distribute the goods. The Food Services Branch would handle the monitoring and paperwork processing.

The Food Services Branch replied that it had no direct relationship with our member agencies and so was reluctant to venture afield to monitor our groups' activities. The solution I proposed was a thre-way memorandum of agreement. This would create the relationship the Food Services Branch lacked. This contract also would establish clearly the roles and responsibilities of each party.

The Food Services Branch showed interest in this concept until word came from USDA regarding the reduction in inventories projected for FY 88. At that point the Food Services Branch broke off negotiations believing the matter moot and the Food Bank's involvement no longer necessary.

If the quantities of TEFAP commodities are ever ratcheted upwards, the CACFB stands ready to offer its storage and distribution capabilities. I seek the Subcommittee's assistance in two areas:

(a) Allowing the flow of federal food across state lines would provide equall access to those living in the shadows of urban districts; and
(b) Implementing the concept of the three party memorandum of agreement would streamline the paperwork process, enhance accountability, and facilitate a smoother distribution of USDA commodities.

Two final observations:

(1) I've heard the argument of "market displacement" advanced for curtailing the distribution of commodities. This theory claims that every ounce of food given away represents an ounce of food that otherwise would have been sold. In other words, the federal distributions prevent certain sales from taking place.

I would argue that rather than destroying markets, TEFAP has created markets. Those receiving commodities are too poor to buy the federally issued goods. However, TEFAP is creating a taste for certain foods that would be otherwise unobtainable. When there recipients are back on their feet, they become paying customers for products, particularly dairy goods, they might not otherwise have purchased. The "market displacement" argument is thus too short-sighted.

(2) It seems that as federal programs evolve there comes an inevitable preoccupation with fraud. Perhaps this happens because it is easier to contend with fraud than with the societal problem the program was intended to address (in this case, hunger).

I become resentful when the rules and regulations are aimed at the tiny per centage of abusers. This seems to me to be a subtle form of subterfuge, diverting energies and resources necessary to attack the larger problem. The phrase, "throwing out the baby with the bath water", seems invented for this overzealous focus on fraud.

Let us not be guilty of hard heartedness. Let us temper our effort to contain fraud with an overdose of compassion. Let us err on the side of giving out too much, rather than not enough, food. Justice calls for no less.

Again, I thank you for your receptiveness this morning. I wish you much wisdom in your efforts to assure adequate nutrition for all Americans.

Senator **Harkin**. Thank you both very much.

What are your time constraints? Ellen Bozman must leave here by 11:30 and I do want to hear from her. Mr. Chairman, do you mind if I ask those gentlemen to wait, so that we can hear from Mrs. Bozman? I do want to bring you gentlemen back to the witness table for a couple questions I would like to ask.

Mr. **Vali**. That is fine.

Senator **Harkin**. I would like to bring Ellen Bozman up and then she can leave. Is that OK with you?

The **Chairman**. That is fine.

Senator **Harkin**. Fine. I will call Ellen Bozman, a member of the Arlington County Board, and Chairman of the Council of Governments of the Metropolitan Area.

STATEMENT OF ELLEN M. BOZMAN, MEMBER, ARLINGTON COUNTY BOARD, AND CHAIRMAN, COUNCIL OF GOVERNMENTS OF THE METROPOLITAN AREA

Mrs. **Bozman**. Thank you very much. I do appreciate it.

Senator **Harkin**. Thank you.

Mrs. **Bozman**. Our schedules sometimes conflict or overlap.

The **Chairman**. Well, we ran into that same problem. We did not expect a rollcall vote and we have to run. Somebody changed it to 12, which has thrown our schedules off, too.

Mrs. **Bozman**. Fortunately, I am also very brief. I am always very brief and I will be this morning, but I do appreciate the opportunity to come and speak with you this morning.

We believe the current food stamp policy needs modifications to increase participation and decrease the administrative costs, and I will give you just one little vignette before we start out. One of the most recent programs in Arlington is a van program starting about 6 months ago by church members who once a week take a dinner out through the community in a van, so every Thursday evening they go to two of our larger apartment complexes. They initially were serving about 35 people in an evening, and it is now up to 75 people an evening, who come out from the apartments to get nutritious soup and a sandwich. In addition, many of the children who come out for the families then ask if they can have a bag to take with them with food for the next day.

Senator **Harkin**. 35 people to 75 people in how many months?

Mrs. **Bozman**. Six months, and they could make more stops than they are making. As a matter of fact, Falls Church, which you may know is very tiny, right next to Arlington, also has a program and they are now making a couple stops in Falls Church and coming into another apartment complex in Arlington.

To get back to the nonvolunteer segment of the community, we believe that we have some suggestions to present to you today based on these experiences and other concerns. Hungry people can have much easier access to food stamps and also local government can utilize administrative funds more efficiently than at present. I will give you just four major points.

SHELTER DEDUCTION

The first is the shelter deduction. As you know, the eligibility determination process allows for a shelter deduction to be applied to an applicant's income in computing the amount of benefits to which the applicant is entitled. The current shelter deduction is $164, which all of us know is a totally inadequate amount to compute for shelter. Recently, in this area, based on a Council of Governments rental study, the Department of Housing and Urban Development has increased the allowable fair market rents. The rent for an efficiency apartment went up to $449 a month, the allowable rent for a two-bedroom apartment went up to $641 per month. Now, since HUD can recognize these costs for the section 8 and housing voucher programs, it would seem to us that other parts of the Government would recognize the same rents.

The CHAIRMAN. It would almost seem logical, being the same government.

Mrs. BOZMAN. Well, we think we are the same government. This would have the effect certainly of increasing food stamp benefits of many families.

CASH-OUT

Now, the second point I would make involves what is called the cash-out. I recommend that the committee give consideration to the elderly and the disabled by extending the principles of the cash-out demonstration projects to elderly and disabled persons throughout the Nation. Congress authorized the Research and Demonstration Branch of the Food and Nutrition Service, Department of Agriculture, to conduct these cash-out projects back in 1981. Arlington County, Virginia, was one of the demonstration sites and has been enabled to continue an element of the demonstration project whereby food stamp benefits are provided to the elderly and the disabled in the form of checks mailed to their homes. Benefits provided in this manner relieve the elderly and disabled of burdensome and embarrassing trips to banks and grocery stores. In Arlington, the number of food stamp cases for elderly and disabled persons receiving cash-out benefits has increased every year. We know that there are elderly and disabled persons who get the nutrition they need only because they do not have to make that extra trip, go through the process that other recipients do, physically taking an authorization card which they receive in the mail to a designated bank to receive their actual food stamp coupons.

MONTHLY REPORTING

The next point is monthly reporting. Since 1981, recipients have had to report monthly to the agency on a State generated computerized questionnaire. The object was to catch as many ineligible persons as soon as they became ineligible. In practice, this requirement has discouraged eligible persons from continuing in the program. They may need the assistance, but they may also be unsophisticated or have other reasons which deter them from wanting or being able to respond to this monthly questionnaire so frequently. Very few participants who do respond are removed from the rolls as a result of this reporting. The procedure is expensive for agencies to administer and the results are meager. We urge you to return to the pre-1981 system of reporting only $10 changes in income, supplemented by every 6-month redetermination by food stamp eligibility workers, which is a much less expensive way to go.

DISREGARD OF A PART OF CHILD SUPPORT

The last point I would make deals with disregarding a part of child support. Another mechanism to increase the food stamp benefits to households that deserves attention is the adoption of a disregard—perhaps of the first $50—of child support received by a caretaker. Increased child support enforcement efforts are intended to provide needed resources for families. Disregarding a part of the child support will allow families to participate in the Food Stamp Program until they are better able to support themselves.

CONCLUSION

I conclude by saying these are a few of the specific suggestions we would like to make. A thorough analysis might be started by asking questions of nonparticipants in the program, about the barriers, the reasons they do not participate.

Senator HARKIN. Ellen, excuse me, what was that fourth point again? I did not get that.

Mrs. BOZMAN. Well, we are suggesting that you disregard part of the child support payment in computing income. You see, we in Virginia are now going into a system, which we think is going to be much better in securing the required payments from the parent who is required to support the child, but the payment is often never there, but when you get a child support payment and that increases your income and your eligibility for food stamps goes down——

Senator HARKIN. How much would you say we should disregard?

Mrs. BOZMAN. Start with $50 a month or even start with 81 cents a day. I would be willing to go a lot higher, but I think you have to decide what is—in answer to your question, I think the short answer is that an increase in benefits is needed. There are different mechanisms, procedures for going about that. Child support is one. Perhaps the most financially productive would be the change in the rent, if the rent allowance could, instead of being a flat $164 across the country, if the rent allowance could reflect the actual rents in the area in which the person is living, that would probably be the single most effective financial benefit for food stamp recipients.

Senator HARKIN. Are you saying, Ellen, in answer to my question if you could make one single change it would be to increase the benefits by increasing the shelter deduction?

Mrs. BOZMAN. I think across the board that is going to be the most help to people. It does not give any special help to families, it does not give any special help to the homeless, you know, again we would like a variety of changes. You are forcing us to say one, and I will pick rent.

The CHAIRMAN. There is no question in your mind that the basic benefits themselves are too low?

Mrs. **Bozman**. That is right.

The **Chairman**. What you are trying to do is figure out what kind of formula might raise the——

Mrs. **Bozman**. The policy, the underlying policy would be that the benefits are too low because they do not feed people adequately. You have heard everybody say either the benefits run out the second or third week, or you cannot live indefinitely on 81 cents a meal or something else has to be—the same, of course, has to be true for the WIC Program, the increase in benefits there, too. It is a great program. It has helped a lot of children.

Senator **Harkin**. Just one question, at least from me before you leave. I noticed the Washington Post on Thursday, according to the General Accounting Office study which I requested with several of my colleagues, Virginia has the lowest rate of food stamp participation by AFDC households in the country. Do you have any idea why that is so?

Mrs. **Bozman**. No, I cannot explain that. When you look within the State of Virginia, you see a very wide variation. In a place like Norfolk, the participation is up to something like 87 percent. Other localities are as low as 28 percent. In northern Virginia, it hovers between 50 and 60 percent.

My guess is that we all really underestimate the barriers we put in people's way, whether they be elderly and disabled, whether they be the newly poor and other poor, whose interior beliefs are that you cannot apply for help, whether they are ignorant of how to go about getting the help. I think there are a whole variety of barriers and probably 10 that we have not thought of.

Senator **Harkin**. It just struck me as odd that Virginia would be at the bottom of the list of food stamp participating households receiving AFDC benefits.

Mrs. **Bozman**. Yes, I am sorry to say that Virginia is lower down the list in many things.

Senator **Harkin**. Thank you for being here. Thank you for your suggestions. I have got all four of them down there, plus the one you put on top, I got that, and I appreciate your being here very much.

Mrs. **Bozman**. Thank you for having me.

Senator **Harkin**. Before you leave, the one thing that I did want to ask about was what Mr. Stack testified to. I wanted to ask you about crossing State lines by doing away with the requirement that these have to abide by State lines. He mentioned that in his testimony and I was going to get to that.

Mrs. **Bozman**. Was that on food distribution?

Senator **Harkin**. On the TEFAP Program. I hadn't thought about it before, but if what he says is true it really does hurt a metropolitan area like this.

Mrs. **Bozman**. Again, it was new to me. I do not know enough about the workings of the particular program. I will say that almost every area you look at—well, to take it the other way, this metropolitan area has worked out a lot of regional agreements because we found we needed to in order to run the programs to suit people they are supposed to serve, and this sounds like another case where we need to do the same thing.

Senator **Harkin**. I was not aware that was a problem.

Thank you very much.

Mrs. **Bozman**. Thank you.

[The prepared statement of Mrs. Bozman follows:]

COMMENTS FOR MRS. ELLEN M. BOZMAN
SENATE SUB-COMMITTEE HEARING

Good morning. I appreciate this opportunity to speak with you today. As we all know, hunger is growing as an ever more obvious problem. Just one vignette: Six months ago church members in Arlington County-rated among the most affluent in the country - began a van dinner program. Every Thursday evening the van stops at two apartment complexes offering nutritious soup and sandwiches. From an initial 35 the van is now serving 75, with children often asking for a bag to take home for the next day. The current food stamp policy needs modification to increase participation and to decrease administrative costs. Both can be done. We have suggestions to present to you today based on these experiences and other concerns. Hungry people can have easier access to food stamps and local governments can utilize administrative funds more efficiently than at present. I want to make four points:

o Shelter Deduction:

The eligibility determination process allows for a shelter deduction to be applied to an applicant's income in computing the amount of benefits to which the applicant is entitled. The current shelter deduction is $164, which is an inadequate representation of the actual costs for shelter in many areas in the country. The shelter deduction needs to be increased to reflect fairly the approximate costs of housing. Recently, based on a Council of Governments rental study of the metropolitan area, the Department of Housing and Urban Development (HUD) increased the allowable fair market rents. The allowable rent for an efficiency rent is now $449; a 2-bed $641. Since HUD recognizes these costs for the Section 8 and Housing Vouchers, it would seem the food stamp program could follow suit. This would have the effect of increasing the food stamp benefits to many households.

o Cash Out:

I recommend that the committee give consideration to the elderly and disabled by extending the principles of the Cash Out Demonstration Projects to elderly and disabled persons throughout the nation. Congress authorized the Research and Demonstration Branch of the Food and Nutrition Service, Department of Agriculture, to conduct these projects in 1981. Arlington County, Virginia was one of the demonstration sites and has been enabled to continue an element of the demonstration project whereby Food Stamp benefits are provided to the elderly and disabled in the form of checks mailed to their homes. Benefits provided in this manner relieve the elderly and disabled of burdensome and embarrassing trips to banks and grocery stores. In Arlington, the number of food stamp cases for elderly and disabled persons receiving Cash Out benefits has increased every year. We know that there are elderly and disabled persons who get the nutrition they need only because they do not have to go through the process that other recipients do: physically taking an authorization card which they receive in the mail to a designated bank to receive their actual food stamp coupons.

o Monthly Reporting:

Ever since 1981, recipients have had to report monthly to the agency on a State generated computerized questionnaire. The object was to catch as many ineligible persons as soon as they became ineligible. In practice, this requirement discouraged eligible persons from continuing in the program. They may need the assistance, but they also may be unsophisticated or have other reasons which deter them from wanting or being able to respond so frequently. Very few participants who do respond are removed from the rolls as a result of this reporting. The procedure is expensive for agencies to administer and the results are meager. We urge you to return to the pre-1981 system of reporting only $10.00 changes in income, supplemented by six month redeterminations by food stamp eligibility workers.

o Disregard of a Part of Child Support:

Another mechanism to increase the food stamp benefits to households that deserves attention is the adoption of a disregard (perhaps of the first $50) of child support received by a caretaker. Increased child support enforcement efforts are intended to provide needed resources for families. Disregarding a part of the child support will allow families to participate in the food stamp program until they are better able to support themselves.

Conclusion:

These are but a few of the improvements that we see as needed in the food stamp program. For a thorough analysis, asking questions of nonparticipants about the barriers they choose not to tackle would undoubtedly evoke other suggestions. The National Capitol Area, with its visible homeless and hungry population might be an appropriate place to find the answers.

Senator HARKIN. Richard and Paul, we will call you back now.

Richard, I want to pick up where I left off. You said that you were seeking the subcommittee's assistance in two areas, that if the quantities of TEFAP are ever ratcheted upward, you say allowing the flow of Federal food across State lines would provide equal access to those living in the shadows of other districts. Tell me more about that. Are you saying that if you get TEFAP commodities here, you cannot get them out to Silver Spring or out to Wheaton or to Landover, you cannot do that?

Mr. STACK. Correct. What we receive from the State agent in the District of Columbia has to stay within the DC boundaries.

Senator HARKIN. That is true of Virginia and true of Maryland?

Mr. STACK. Right. And you need to bear in mind that I am not asking you to legislate a local problem. Any urban area that straddles State lines suffers the same type of hand-tying.

Senator HARKIN. I can see that could be a real problem if you have, as in many States, cities on borders where you might have on one side of the river, so to speak, it might be quite poor and the other side might not be, and you might need that flow back and forth.

Mr. STACK. Exactly. We are allowed to pull in food from Richmond if we wanted it, but that would have to be separated, stocked in the warehouse, separately accounted for, and again that would have to be separately targeted back to Virginia. In our case, since we distribute food to three jurisdictions, the same applied to Maryland, so it becomes increasing problematically to try to do that, so what we wound up doing was just focusing our energies on Washington, which is the lion's share of our distribution area, our service area, and scrambling as best we could to find other sources for those in the suburban areas. It just does not make sense.

In looking at the map and thinking with jurisdictional blinders on, folks who live in Alexandria and Arlington, et cetera, have to relate to Richmond for help from a State source, but the realities of living in an urban area are that they read the Washington Post, they probably work in Washington, they consider themselves Washingtonians for all practical purposes, and those nice, neat strict jurisdictional boundaries need to be opened a little bit for the sake of effectiveness and cost efficiency.

Senator HARKIN. Mr. Chairman.

The CHAIRMAN. I think the question has been answered in the testimony, but I will refer again to Mr. Stack, in the first page of his prepared testimony. He says, "For these reasons and more, the U.S. Department of Agriculture calculates that 20 percent of U.S. food production goes to waste every year." You know, these are the ironies. We are not some Third World nation desperately trying to find out how we can get the hard cash to import agricultural products, hoping to feed our people. We are wasting or storing more than enough food to feed the hungry people in this country. That is the irony, and that is tragic.

I thank you both very much, not just for the testimony, but I thank you more for what you are doing. That is even more important to individuals, and I hope your testimony will be equally as important in the long run.

Mr. STACK. Thank you, Senator.

Senator **Harkin**. Paul, the only other question I might have for you is Rick talked about paperwork and requirements, and I visited your distribution center there and you do not look like you have a great deal of paperwork. It looks like it is fairly simple. You have a little card file there to keep track of people.

Mr. **Vali**. We do a lot of paperwork at the end of the day to keep up with the requirements. It is not overwhelming for us. It is burdensome, but we have full-time staff that we can divert to those responsibilities. There are a lot of smaller food programs that do not have full-time staff that operate strictly on volunteers coming in here and there, and those programs are hurt more than we are by the paperwork.

Senator **Harkin**. OK. If you had one change to make, what would it be? That is my question. If you would make one change in the programs that you administer, what would that be?

Mr. **Vali**. For my own program, I have to say TEFAP is too important to let go by the wayside. It is no longer just a farm support program, it is a vital hunger program.

Senator **Harkin**. Because it would cost you, you said, three times as much.

Mr. **Vali**. There are people out there that need it.

Senator **Harkin**. Rick, what one change would you make?

Mr. **Stack**. Let me make two suggestions. One is sort of shorthand quantitative answer, and that is that the programs for the poor need to be expanded and the benefits need to be increased. The other more difficult and qualitative answer, and this would be if you were asking me to limit it to one, that compassion must be the overriding concern at every level of our decisionmaking process, from the President to the food stamp caseworker, people need to reorient their thinking that the poor people, not numbers, that food is a matter of right, not a favor, and that hunger and poverty need to be given the utmost priority. That is what I think the purpose of our Government should be about.

Senator **Harkin**. Thank you very much.

We are just discussing, because of the rollcall vote, how much time we have and everything. Ms. Thompson, if you could just summarize, I apologize. We thought we had until 1 o'clock.

STATEMENT OF LINDA THOMPSON, STAFF ASSISTANT, GOVERNMENT OF THE DISTRICT OF COLUMBIA, MAYOR'S COMMISSION ON FOOD, NUTRITION AND HEALTH, WASHINGTON, DC

Ms. **Thompson**. I would like to thank you for the opportunity to testify on behalf of the District of Columbia, to discuss the administrative side of the hunger problem. I am going to briefly talk about defining hunger, identifying who is hungry, why people go hungry, why they stay hungry, and the impact of some key Federal food programs.

Hunger in the District of Columbia does not mean severe malnutrition. Hunger is living off rice or peanut butter sandwiches every day because that is all you can afford. Hunger is skipping meals so that your children can eat. Hunger is not eating for 2 or 3 days out of the month, because your food stamps and money have run out. Hunger is having to choose between paying rent and eating.

In the summer of 1986, the Urban League conducted a survey of 1,537 households in the District of Columbia. Among other objectives, the survey attempted to find out how many households lacked food during the month before the survey.

Four percent of all households went without food for some time during the month. 38 percent went without food for 1 or 2 days. 36 percent were without food for 7 days or more.

In 36 percent of those households, children skipped meals. In 58 percent, adults skipped meals so their children could eat.

For the over 6,000 homeless persons in the District, hunger means not knowing where your next meal will come from. Hunger means digging through garbage cans to make a meal from the remains of someone else's lunch. Hunger is severe undernutrition due to lack of access to a consistent supply of nutrients essential to growth and maintenance of the body.

WHO IS HUNGRY?

The hungry are the old, the young, mothers with small children. They are persons who are living in poverty. Between 1980 and 1986, poverty increased in the District of Columbia by 8 percent. Of the 115,000 persons who are living at or below the poverty level in the District, 33 percent are children. Statistics show that children, youth and families are at the greatest risk of being poor and hungry in this city. According to the 1980 census figures, one out of every four DC residents under the age of 18 is living in poverty. Also, the growing elderly population is vulnerable to hunger, as 20 percent of the poverty population are age 55 or older.

WHY DO PEOPLE GO HUNGRY?

According to the Urban League survey, the overwhelming reasons for households going without food were a drop in income and unemployment. Other major factors indicated were ineligibility for Government assistance programs and food stamps not lasting a month. Additional reasons include inadequate health insurance, lack of family support, and the stigma of asking for help.

WHY DO PEOPLE STAY HUNGRY?

One reason is lack of access to affordable food sources. In the lower income electoral wards of the city, there is a chronic lack of major supermarket chains. Consequently, residents rely on the expensive "mom" and "pop" neighborhood stores as their primary food source, which puts a strain on already insufficient budgets. Chronic unemployment and lack of health insurance are also factors. A growing number of heads of households work, but do not earn enough to lift their families out of poverty. According to a national study, 44 percent of all jobs created between 1979 and 1985 paid poverty level wages. Minimum wages have not kept pace with inflation and Federal and local income taxes squeeze the already inadequate budgets of the poor. In addition, many of the service type jobs in the District pay low wages and do not provide health insurance, and due to income ceilings, these persons are not eligible for Medicaid. Consequently, any medical costs significantly affects the financial stability of the individual or family.

Lack of affordable housing is another factor. Housing costs have risen dramatically, as subsidy programs have been cut, forcing the poor to pay a higher percentage of their incomes on housing.

THE IMPACT OF FEDERAL PROGRAMS

The Food Stamp Program is the Nation's single most important program in the fight against hunger. Its Thrifty Food Plan was designed to supplement the recipients' purchasing power, enabling them to obtain a nutritionally adequate diet. In 1988, however, due to rising food and housing costs, the 50 to 81 cents per meal per person allotment is not enough to meet the original design of the program.

The **CHAIRMAN.** Ms. Thompson, if you would go back to Senator Harkin's question. If you could urge us to make one change in the nutrition field—I am sure you could, and you do have a list of things that are wrong—but if you could urge us to make just one change, if you had one chance to go before the Senate, we could get the votes for one change, what would that be?

Ms. **THOMPSON.** Simplification of the certification process, which would help get more people in the WIC Program, and would help get more people in the Food Stamp Program. If you are able to save the TEFAP Program, simplification will help those smaller agencies to become involved. One of the reasons for barriers to participation by churches and grassroots organizations is the amount of paperwork they have to keep. As Paul said, he has the staff that can do it, but a lot of these grassroots organizations are not able to, so they do not get in the program.

The **CHAIRMAN.** Certification itself is keeping deserving people out?

Ms. **THOMPSON.** It is preventing grassroots organizations from becoming involved in the TEFAP Program for fear of being in violation of the rules because they are not able to keep up with all of the paperwork involved.

Senator **HARKIN.** I am sorry to have to rush this part of the hearing. Thank you for your testimony.

Ms. **THOMPSON.** Thank you.

[The prepared statement of Ms. Thompson follows:]

★★★
GOVERNMENT OF THE DISTRICT OF COLUMBIA
MAYOR'S COMMISSION ON FOOD, NUTRITION AND HEALTH
25 M Street, Southwest, 3rd Floor
Washington, D.C. 20024

Senate Agriculture Committee

Subcommittee on Nutrition and Investigations

Committee Chair: Senator Patrick Leahy
Subcommittee Chair: Senator Tom Harkin

March 28, 1988

I would like to thank Senators Leahy and Harkin for inviting me to testify on hunger in the District of Columbia from the city administration's view. Today, I will be defining hunger, identifying who is hungry, why people go hungry, why they stay hungry, and the impact of some key federal food programs.

Hunger in the District of Columbia does not mean severe mal-nutrition. Hunger is living off rice or peanutbutter sandwiches everyday because that's all you can afford. Hunger is skipping meals so your children can eat. Hunger is not eating for 2 or 3 days out of a month because your food stamps and money have run out. Hunger is having to choose between paying rent and eating.

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According to the Urban League survey, the overwhelming reasons for households going without food were a drop in income and unemployment. Other major factors indicated were ineligibility for government assistance programs and food stamps not lasting the month. Additional reasons include inadequate health insurance, lack of family support, and the stigma of asking for help.

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One reason is lack of access to affordable food sources. In the lower income electoral wards of the city, there is a chronic lack of major supermarket chains. Consequently, residents rely on the expensive "Mom" and "Pop" neighborhood stores as their primary food source, which puts a strain on already insufficient budgets. Chronic unemployment and lack of health insurance are also factors. A growing number of heads of households work, but do not earn enough to lift their families out of poverty. According to a national study, 44% of all jobs created between 1979 and 1985 paid poverty level wages. Minimum wages have not kept pace with inflation and federal and local income taxes squeeze the already inadequate budgets of the poor. In addition, many of the service type jobs in the District pay low wages and do not provide health insurance, and due to income ceilings, these persons are not eligible for Medicaid. Consequently, any medical costs significantly affects the financial stability of the individual or family.

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THE IMPACT OF FEDERAL PROGRAMS

The Food Stamp Program is the nation's single most important program in the fight against hunger. It's Thrifty Food Plan was designed to supplement the recipients purchasing power, enabling them to obtain a nutritionally adequate diet. In 1988, however, due to rising food and housing costs, the 50-81 cents per meal per person allotment is not enough to meet the original design of the program.

From February 1987 to February 1988, food stamp participation in the District dropped by four percent. This is due to increased complications and restrictions of the certification process, which makes eligibility more restrictive and eliminating those participating at the margin. The decrease in unemployment is another factor. Individuals are finding more minimum wage jobs, which keep them from obtaining food stamps. Unfortunately, these low wage jobs do not supply enough income to adequately cover basic living expenses, thus, the individual or family is still at great risk of being hungry. The major administrative problem affecting the quality of service is reducing the error over the federal allowance of five percent. Consequently, most of the efforts, and administrative funds have gone into solving this problem. As a result, recipients are unable to get vital nutrition and consumer education, which would help them to use food stamps more effectively, and help prevent recipients from running out before the end of the month. This is of critical importance to the 100,000 children who benefit from participation in the program. Funding for outreach is also of critical importance.

Another important weapon in the fight against hunger and infant mortality is the WIC Program. The provision of supplemental, nutritious foods, nutrition education and health screening has been a major factor in preventing low birth weight infants. Increased participation in the program has led to the District Government supplementing the program by 3/4 of a million dollars annually. There is a 4-6 week appointment back-up at some clinics. More staff is needed. The 20% administration ratio is not sufficient to cover certification, screening, and nutrition education costs. Therefore, more monies must be appropriated to ensure quality service in a timely manner to this most vulnerable and important segment of our population.

The Temporary Food Assistance Program (TEFAP) is another safety net for hunger prevention. The loss of the program will force more people to use the already strained resources of soup kitchens and food pantries. For many of the elderly and shut-in, who are unable to access food on a daily basis, it may mean going a few days without food. And for those emergency feed sites in the program, it may mean possible closing, or a significant reduction in the number of persons being served. The biggest administrative problem has been record-keeping. The federal requirement for detailed documentation is based on the assumption that those organizations distributing the commodities have a mechanism for comprehensive keeping records. Most of the organizations who directly distribute the commodities are churches, who have less formal methods of record-keeping of their efforts to help the needy, and grassroots, non-profit organizations, who traditionally do not keep extensive records. Some of these organizations have either refused to participate or have been in violation of the stringent rules connected with administrative upkeep. If the program can be saved, it is important to simplify the verification process to allow more organizational participation, which results in the ability to help prevent more people from being hungry.

Finally, I would like to leave you with the thought that the majority of us are only four paychecks away from hunger.

Senator **Harkin**. We have to go, but I am going to leave the record open, especially for Reverend Steinbruck. I wanted to ask you, Reverend Steinbruck, about anything that you think we ought to be doing here. I know you were not able to express this with us, but I would like to know more about the practical applications of the problems you face as a pastor here, with all of the things that you do. If you would like to give us some of your thoughts on that, I would include those in the record.

The **Chairman**. Another thing I have done, both in rural areas and in big cities—unlike today where we had a hearing, and everybody comes, there is a record, time is tight, the cameras are there—but what I have done, is just go out by myself with one or two people who know the programs, and just follow them around with whatever kind of anonymity we can get. I will pledge to do that here in the District sometime relatively soon. I know my wife would like to join me in that, too. We will do it, without fanfare or anything else, and try to use that to get a little more impetus to what you need on the Hill.

Thank you, Mr. Chairman.

Senator **Harkin**. Thank you, Mr. Chairman. I would conclude with this thought. We have heard all the witnesses today tell us what they have seen and experienced. My summary of that is that we have an administration, a bureaucracy of paperwork and budget constraints that have substituted for an administration of humanity and moral responsibility for the needy and the poor. That has got to change. I know that I speak for Chairman Leahy that we are dedicated to making that change.

Thank you, Mr. Chairman. Thank you all very much for all that you are doing.

The subcommittee will stand adjourned.

[Whereupon, at 11:45 a.m., the subcommittee adjourned to reconvene, subject to the call of the Chair.]

[Material submitted for inclusion in the record follows:]

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March 29, 1988

The Honorable Tom Harkin
U.S. Senate
Hart Building, Rm 317
Washington, DC 20510

Dear Sir:

I am writing to you as a follow-up to the Subcommittee on Nutrition and Investigations hearings, held yesterday at Luther Place Memorial church.

For your information, I am enclosing a copy of *A District of Despair: A Study of the Increased Usage of Food Pantries in the District of Columbia*. This 1986 study shows a dramatic increase in usage of food pantries from 1979 through 1985.

Also, D.C. Hunger Action, with the assistance of emergency food providers and Food Stamp caseworkers, is initiating a food stamp outreach and advocacy program in the District of Columbia. We will have information on food stamp eligibility and participation, based on a sample of clients at Bread for the City and Assumption Catholic Church. We will include this information in the record of yesterday's proceedings.

Please contact us if you need further information.

Sincerely,

Nicki Lagoudakis
Nickola Lagoudakis
Coordinator, D.C. Hunger Action

— a project of World Hunger Education Service—

District Of Despair

A Study of the Increased Usage of Food Pantries in the District of Columbia

by

Peter Tiemeyer
Richter Fellowship
Carleton College
December, 1986

The author wishes to gratefully acknowledge those people without whom this report would not have been completed: Dr. Beverly Nagel and Dr. Steven Schier of Carleton College, Nikki Lagoudakis and the World Hunger Education Service, The Capital Area Community Food Bank, The Hunger Action Network of D.C., and the administrators of the food pantries who were gracious enough to spare both time and information for this study.

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I. Introduction

More than 15 major studies between 1982 and 1984 by a diverse group of authors, including the U.S. General Accounting Office and The Harvard School of Public Health, have documented "the wide range existence and continuing growth of hunger in this nation."[1] In response to the growing hunger problem, privately run social service agencies have emerged during the past five years. One service is commonly called a food pantry. Food pantries provide households with a bag of groceries to feed a family for two to three days. Unlike soup kitchens, which provide single meals to individuals on site, food pantries focus their assistance on non-transient families and individuals who have their own cooking facilities.

Considerable research has been conducted showing the growth in usage of food pantries, but little research has been done to look at who uses food pantries. This study address the question of who goes to food pantries and how these users have fared during the 1980's. The statistics presented are based upon research conducted during July and August, 1986, in Washington, DC. The study will first highlight results of previous research on food pantries nationwide and then focus specifically on the experience of food pantries in the Washington, DC, area. The study concludes with a critique of the Foodstamp program's role in the Washington, DC, area.

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[1] Physicians Task Force on Public Health Hunger in America The Growing Epidemic, Harvard School of Public Health 1985 p. 8

II. Research Review

As stated above, many organizations have documented the phenomenal growth in the usage of food pantries since 1980. One study, conducted by the Food and Nutrition Service of the Department of Agriculture, found that between 1981 and 1982, 75 percent of the food pantries experienced some increase in usage, and nearly 40 percent of the pantries experienced a 50 percent or more increase.[2] The next year, a study by the Center on Budget and Policy Priorities found in a national sampling that between 1982 and 1983 more than half of the emergency food programs (both soup kitchens and food pantries) had experienced an increased demand of 50 percent or more, and nearly one-third experienced a 100% or more increase.[3]

Additionally, the Center on Budget and Policy Priorities' study found that there was also an increase of roughly 33 percent in the number of emergency food programs in existence.[4] Despite this growth in services, a study commissioned by the U.S. Department of Agriculture found that pantries have been hard pressed to keep up with the demand. The USDA study concluded that hunger "is increasing at a frenetic pace and the emergency food available for distribution is quickly depleted."[5]

In 1985, Bread for the World (BFW) found that the increases in demand during 1982 reported by the Center on Budget and Policy Priorities had not subsided. BFW reported that nationally, "for those sites reporting, the average increase [during 1982] in people served per month is 16.25 percent with...several [sites reporting increases of] greater than 20 percent."[6] BFW is careful to point out that the reduced growth rate is not necessarily a sign of reduced need, but a function of reduced capacity to expand the services of individual pantries. BFW cites several major cities where lack of funds or food supplies "have forced emergency food providers to shorten their hours and restrict eligibility for their food"[7] during 1984.

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[2] Office of Analysis and Evaluation, Food and Nutrition Service, U.S. Department of Agriculture. Report on the Food Bank Demonstration Project. April, 1984. p. 46

[3] Center on Budget and Policy Priorities. Soup lines and Food Baskets. p. 1

[4] Center on Budget and Policy Priorities. p. 4

[5] U.S. Dept of Agriculture, 1983. Quoted in Physicians Task Force. p. 8

[6] Bread for the World. Unfed, America '85: A Report of Hunger Watch U.S.A. Surveys. October, 1985. p. 7

The Food and Research Action Center undertook a major study in 1985 to assess the growth in usage among emergency food services.[8] Their results, from a national sampling of 370 emergency food services, showed an increase in usage of 21.9 percent between 1983 and 1984 and an increase of 17 percent between 1984 and 1985. The highest increase came in the New England region, which experienced a 54 percent increase in usage. The Mid-Atlantic region, in which Washington, DC, was included, experienced a 20 percent increase. Ninety percent of the pantry directors surveyed responded that "significant numbers" of users come because resources from Foodstamps and other welfare programs are insufficient to meet their needs.[9]

Corresponding to the Food Resource and Action Center study finding of considerable variation in increased usage from region to region, reports from individual cities show a difference in growth in usage. A study of Utah food pantries found a 28 percent increase between 1984 and 1985 in Salt Lake County.[10] Another study in Minnesota found an increase in usage of pantries of more than 300 percent between 1982 and 1985.[11] The differences in growth of usage between regions is probably traceable to changes in the regional economy. Those areas experiencing higher degrees of worker displacement, unemployment, and poverty are more likely to have higher increases in pantry usage.

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[7] Bread for the World. p. 8.

[8] Emergency food services include food pantries, soup kitchens, and food banks.

[9] Food Research and Action Center. Bitter Harvest. December, 1985. p. 2.

[10] Crossroads Urban Center and the University of Utah Graduate School of Social Work. We Are the World Too, Hunger in Salt Lake County. April, 1986. p. 24.

[11] Minnesota Food Education and Resource Center. Home Grown Hunger. December, 1985. p. 1.

But, as mentioned previously, little research has been conducted on who uses food pantries. Analysis of pantry users is crucial; only by examining the question of who uses food pantries can a determination be made as to the causes of increased usage.

The research that has been done has mostly relied on surveys of pantry directors, posing several methodological problems. The experience of this study's researcher is that pantry administrator's responses to questions are usually not based upon knowledge of specific numbers. It is more likely that the response is based upon impressions which may or may not be accurate. In addition, this method creates similar difficulties in presenting accurate analysis of changes over time.

Other research methods tried include user surveys and one-on-one interviews. User surveys face the problem of insignificant response rates. Further, there is an undoubtedly high rate of illiteracy among users, as there is among persons in poverty. This is likely to skew the results by overrepresenting groups with higher literacy rates. One-on-one interviews are potentially the most accurate, however, their time-consuming nature requires studies to be limited to relatively small samples.

The Utah study mentioned above used a one-on-one interview method. The study concentrated on the users of one of the larger pantries in the Salt Lake City area. Among other results, the study found:

- 70 percent of the primary recipients were women.
- The average age was 33 years.
- 21 percent of the users are children 5 or under.
- The average family size was 3.4.
- The average monthly income was $312 per month. Nineteen percent had no income.
- Only 24 percent were employed.
- 67 percent had never used a pantry before.
- 45 percent came to the pantry because of a recent change in family composition, 28 percent because of a recent job loss.[12]

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[12] Crossroads Urban Center p. 30-38

Another study, conducted in Minnesota, relied on the user survey method. By distributing questionnaires to pantries state-wide, the researchers collected 13,179 surveys, accounting for an estimated 62.6 percent of households receiving assistance from participating food pantries. The results showed:

- Two-thirds of the households contained children.
- Less than 10 percent are households with senior citizens.
- Half of the households were not on the Foodstamp program, most because they did not think they were eligible.
- 90 percent of the households had an income under $800 per month.[13]

In an effort to collect a national sample, the Food Research Action Center (FRAC) also conducted a user survey, focusing on the issue of Foodstamp participation. FRAC distributed surveys to 27 food pantries in 14 states and collected 1023 surveys. Their results showed:

- 62 percent of the respondents were on the Foodstamp program.
- 77 percent reported that their Foodstamps only lasted until the third week of the month. Only 4 percent reported that they lasted the entire month.
- Half of the respondent's who did not apply for Foodstamps did not believe they were eligible.[14]

In general, most of the research shows an annual increase of about 20 percent in pantry usage. The typical user appears to be a female with two children. Most primary recipients are unemployed and, therefore, the household has little if any resources. Further, an estimated one-third of pantry users are not on the Foodstamp program, and even for those on the program, resources are insufficient to last the entire month.

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[13] Minnesota Food Education and Resource Center

[14] Food Research and Action Center. Still Hungry, A Survey of People in Need of Emergency Food. November, 1983. p 1-6

III. Introduction to the Washington Study

There are two types of food pantries in the Washington area. The first will be referred to as a sustaining pantry, where users may receive food on a regular basis. It is common for users of sustaining pantries to come every month or twice a month. These pantries are small in size, serving under 50 people per month. Sustaining pantries usually operate out of a church basement and are often open only to members of the immediate neighborhood.

The second type of food pantry can be called an emergency pantry. Emergency pantries are open to the entire city or districts of the city, thus they serve considerably larger numbers of people than sustaining pantries. Due to limited resources emergency pantries must discourage or prohibit repeated usage of the pantry. Emergency pantries usually require an individual to bring a referral from the Department of Human Services or another social or community service organization in order to receive food.

Methodology of the Washington Study

For reasons of accuracy and manageability, this study focuses only on emergency pantries in the Washington area. First, sustaining pantries rarely keep the individual clientele files on their users from which the data for this study have been taken. Efficient management of emergency pantries necessitates the keeping of individual clientele files. Second, there are fewer emergency pantries than sustaining pantries in the DC area, thus, the small sampling size of the study will be more representative. Finally, the time required to gather data from a larger sampling including sustaining pantries would have exceeded the time frame of the study.

The data for this study have been taken from four emergency pantries. These pantries were chosen from a random sample of 40 of the 54 pantries listed in the Emergency Food and Shelter Directory provided by the Interfaith Conference of Metropolitan

Washington. There were four criterion for inclusion in the study. The first was agreement to participate and the granting of access to client files. The second criteria was that the program served a sizable number of individuals on an emergency basis only. Third, the pantry must have kept detail records on the individuals served. The final criteria was the time constraints of this study.

In an effort to insure the reliability of the information, all data were taken directly from a structured random sampling of the client files at each pantry. The sampling size from each of the four emergency pantries, which comprise the statistics for this study, range from 180 to 345, each representing one-tenth of the pantry's total caseload. A total of 947 individual client files were collected to form the data from which this study is based.

Findings of the Study

Food pantry[15] usage in the Washington area increased at a phenomenal rate from 1982 to 1984, growing an average of 140 percent each year. From 1982 through 1985, pantry usage increased a staggering 247 percent (see figure 1). The largest growth years were 1982 and 1983, when growth was 200 percent and 143 percent, respectively. However, usage dropped by seven percent in 1985. Data were collected only through June of 1986, but projections show usage to be at roughly the same level as 1985. These growth rates are supported by the experience of Bread for the City, the largest food pantry in the city, serving approximately 2,000 clients per month. Bread for the City experienced a phenomenal growth in 1982 and 1983, but 1984 and the first half of 1985 showed a small drop in the number of people served (see figure 2).

Much of the increase can probably be traced to the appearance of more pantries during the early 1980's and the deepening of the economic recession. As Washington, and

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[15] From here on, the term food pantry refers only to emergency food pantries unless specifically stated otherwise.

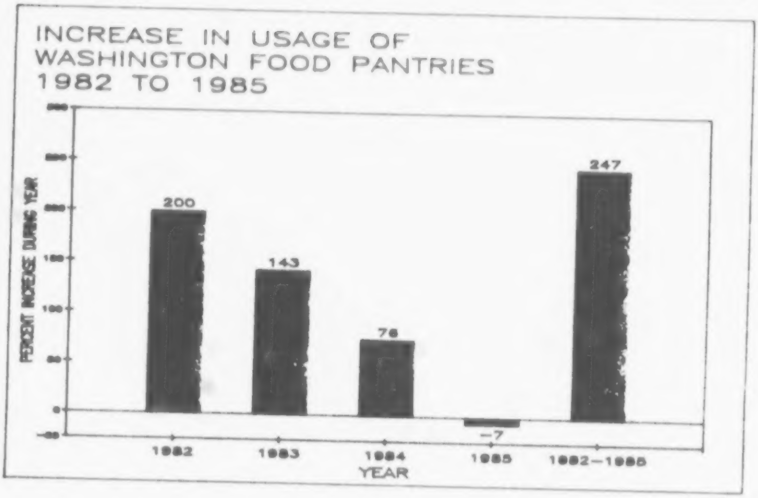

Figure 1

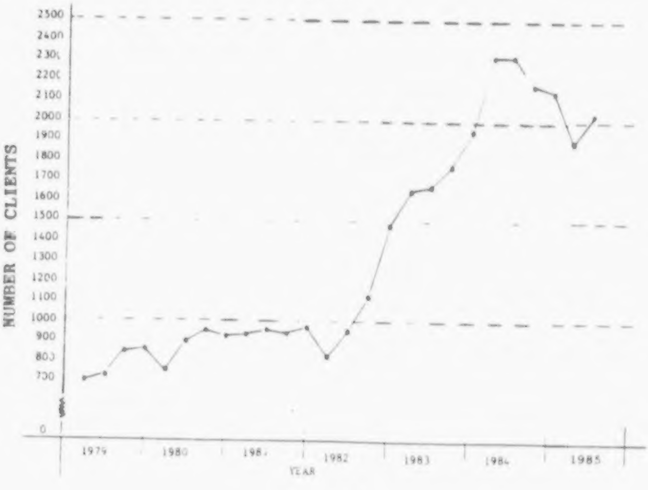

Figure 2

the nation, came out of the recession, the rate of increase in usage slowed and then slightly dropped. The change in growth rate roughly matches the pattern of unemployment in Washington, DC (see figure 3). Unemployment rose from 7.3 percent in 1980 to 11.7 percent in 1983, and has since fallen back to 8.4 percent in 1985, corresponding to the 1985 decrease in usage. Additionally, the number who had exhausted their unemployment benefits rose from 15,000 in 1980 to 35,000 in 1983 and dropped to 14,000 in 1985.[16]

The nature of the Washington economy also helps explain why pantries in other cities are still reporting increases in usage while Washington usage is leveling off. Historically, Washington has had a relatively small manufacturing sector, with the focus of the economy on governmental and service industry jobs. In 1985, 35 percent of all jobs were in the service industry and 10 percent in retail trade. Along with government, which counted for 42 percent, these three areas make up 86 percent of all jobs in Washington. Construction and manufacturing account for only 4 percent of the jobs. These figures have remained relatively constant over the past five years.[17] Thus, Washington's economy has stabilized, and so, apparently, has the need for emergency food services.

In contrast to Washington, areas experiencing high increases in food pantry usage, like New England, are still confronting a changing economy. These areas are facing severe economic turmoil resulting from the displacement of workers from high wage manufacturing jobs to low wage service jobs. Between 1983 and 1985, Boston food pantries experienced an increase of 126 percent in the number of individuals served;[18] during the same period, Washington experienced an increase of 63 percent.

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[16] Office of Policy and Program Evaluation, District of Columbia Government. Indices. p. 109-111

[17] Office of Policy and Program Evaluation, District of Columbia Government. p. 108

[18] Project Bread Hunger Hotline. Boston Hunger Watch 1985. Boston, MA. 1985. p. 37

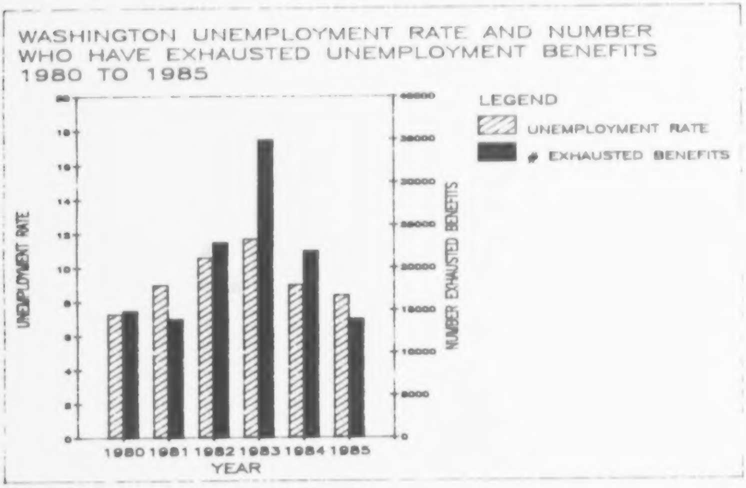

Figure 3

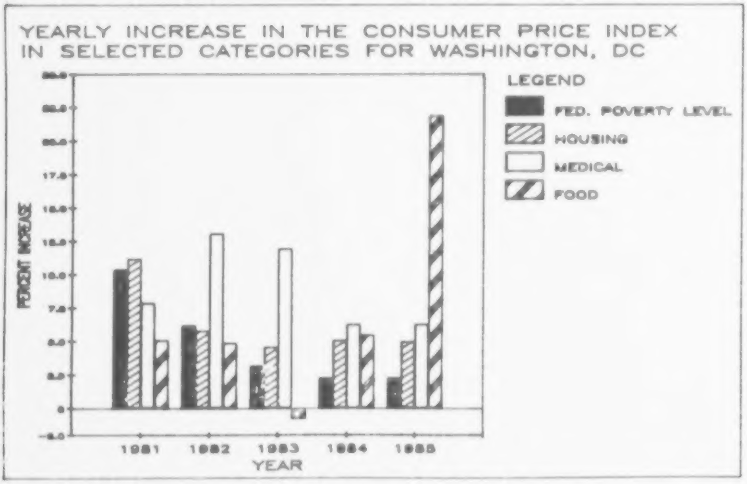

Figure 4

Demographic Characteristics

The major focus of this research was to examine the demographic characteristics of food pantry users and how they have changed over the past few years. In general, the "typical" household is comprised of a single female, approximately 34, with one to two children (under 18 years of age). She is unemployed with an income of $350 per month, placing her considerably below the poverty level.

More specifically, 71 percent of the primary recipients (head of the house) are single, 17 percent married, 10 percent divorced or separated, and 2 percent widowed. The figures for divorced, separated and widowed, however, may understate the numbers in these categories. At some pantries the distinction was not consistently made between divorced, separated or widowed and single. It may be more accurate to look at the combined percent of single, divorced, separated, and widowed. All single households account for 83 percent and married account for 17 percent.

Eighty percent of all households (96% of single households) are female headed. Female headed households are defined as those in which the primary recipient was a female who was single, divorced, separated or widowed.

One-third of all households contain only two persons. Fifty-six percent are 3 person households, making 3 the median household size. Only 10 percent of the households have more than 5 members.

The median age of the primary recipient is 34. One-third are younger than 30 years and only 4 percent are 65 or older. Seventy-five percent of the households contain minors, but only 4 percent have small children five years or younger. Fifty-eight percent of all recipients are minors and one third are under 9 years.

Only two percent of all recipients are 65 or older, and only 6.4 percent of the households contain a senior citizen. One reason for the disproportionately small number of senior citizens (senior citizens account for 11.8 percent of the poor in Washington[19]) may be the difficulty they face in getting to the pantries and then carrying food bags home.

Income Characteristics

Income figures quoted are the income of the household at the time of their first visit to the pantry. All income figures are in constant 1981 dollars, after being adjusted for the inflation rate for Washington, DC. In calculating household income, food stamp allotments were included. In-kind benefits like Foodstamps are not counted as income in governmental figures, but it was felt that to accurately assess the resources available to households in acquiring food, Foodstamp allotments should be included. By including Foodstamps, the figures on income presented will be higher than comparable figures in other studies or governmental figures on household income. Inclusion of Foodstamps will also cause statistics on the number of users below the federal poverty level to be understated.

It is important to note that the accuracy of these figures might be questionable. In almost all cases, income was self-reported by the recipient and may be understated if the recipient felt that he/she might not otherwise receive assistance.

Eighty-seven percent of the primary users are unemployed. Unfortunately, no information was available about the length of unemployment or the type of job held before becoming unemployed.

One-fifth of all households have no income (see table 1). Fifty percent of all households have a monthly income of less than $350, and eighty percent have an income under $550. Correspondingly, fifty percent of the households have a per capita income of less than $115 and 90 percent less than $225. Not surprisingly, in every year, at least 93 percent of the households fell below the federal poverty level.

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[19] District of Columbus Planning Office. Figures are from the 1980 Census.

Table 1

Household Monthly Income
(n=600)

$0 to $99	19.8 %
$100 to $199	11.8 %
$200 to $299	10.7 %
$300 to $399	17.5 %
$400 to $499	10.3 %
$500 to $599	13.8 %
$600 or more	16.0 %
Total	99.9 %

Table 2
Is Household On The
Food Stamp Program
(n=623)

Yes	43 %
Pending	14 %
No	42 %
Total	99 %

Note: total adds up to less than 100 % due to rounding

Interestingly, female headed families have a mean income of $334 while non-female headed families have a mean income of $309. This difference is potentially attributable to the method of determining income in this study. Female families are more likely to be eligible for welfare programs and are therefore, more likely to have higher incomes among the poor population than married households.

Forty-two percent of the households are not on the Foodstamp program (see table 2). Fourteen percent have applications pending, and 43 percent are on the program. Among those who fall below the poverty level, 39 percent are not on the program, and with 11 percent of the poverty households pending, only half of those below the poverty level are on the Foodstamp program. The implications of these figures are discussed below.

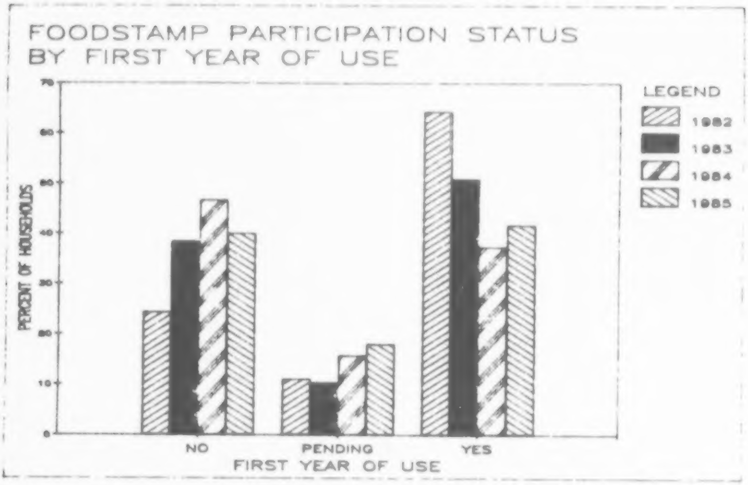

Figure 5

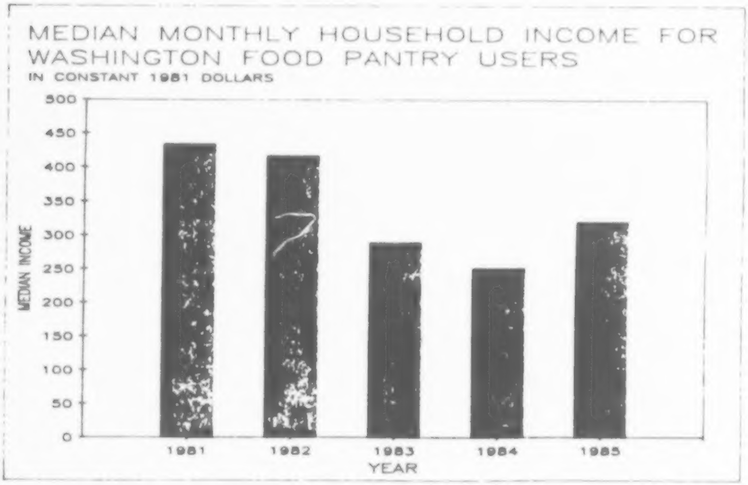

Figure 6

Reason for Coming to Pantry

Pantry directors gave several reasons why users were coming in. Many are referred from the Department of Human Services as people who have not received their monthly Foodstamps or AFDC grant or people with applications pending for these programs. Pantry directors say they also see a high number of people who come in because their Foodstamps and AFDC grants are insufficient to carry them through the month. The number of people in these categories have been growing, pantry directors claim, with the reductions in benefits and the tightening of eligibility requirements for welfare programs over the past several years.

The problem of insufficient resources has been aggravated by increases in housing costs and medical costs which have been consistently higher than the increases in the federal poverty level (see figure 4). Further, over the past two years, Washington food prices have grow at a rate significantly higher than the increases in the poverty level.

The rate of increase of the poverty level relative to other costs is highly significant because the federal poverty level is used for determining eligibility for and amount of assistance from almost all federal welfare programs. Thus, if the poverty level grows slower than other costs, fewer people will be eligible for welfare and those eligible will receive smaller grants.

Important Changes: 1981-1985

During the past five years, the demographic characteristics of pantry users have remained relatively stable. There have been no significant changes in house size, age of primary user, number of children, number of senior citizens, or head of household. But important changes have occurred in household income, Foodstamp participation, and referral patterns.

In 1982, 64 percent of pantry users were on the Foodstamp program (see figure 5). By 1984, program participation dropped to 37 percent. Program participation rose slightly in 1985 to 41 percent, but between 1982 and 1985, program participation dropped by 23 percent. The number of pantry users not on the program rose from 24 percent in 1982 to 47 percent in 1984 and then dropped to 40 percent in 1985. The number of users with applications pending rose steadily from 11 percent in 1982 to 18 percent in 1985.

Because Foodstamps are counted as income, household income dropped significantly between 1981 and 1985 as Foodstamp participation declined (see figure 6). The median income in 1981 was $480, but dropped to $312 by 1985, hitting a low of $257 in 1984. The rise in income from 1984 to 1985 corresponds to both an increase in foodstamp program participation and a drop in unemployment among users from 90 percent in 1984 to 82 percent in 1985.

Significant changes have also occurred in the manner in which individuals were referred to pantries. The percentage of individuals who were walk-ins (no referral) has stayed relatively constant at 30 percent (see figure 7). The combined percentage of users referred by other individuals or pastors has fallen from nearly 19 percent in 1982 to 7 percent in 1985. The percent of referrals from other social service agencies, like other food pantries, community service organizations, or the Red Cross, has dropped somewhat from 31 percent in 1981 to 22 percent in 1985.

In contrast, the percent of referrals from the Department of Human Services (DHS) has significantly increased from 28 percent in 1981 to 40 percent in 1985. All years combined, DHS accounts for 35 percent of the referrals. The increase in DHS referrals is particularly significant in light of the decreasing Foodstamp participation rate.

Looking at the Foodstamp program participation of users referred by DHS shows the development of a distressing trend. Of those referred by DHS, the number on

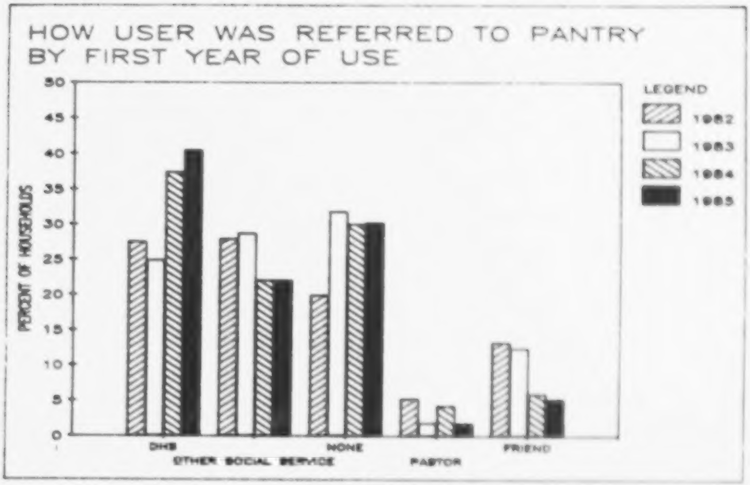

Figure 7

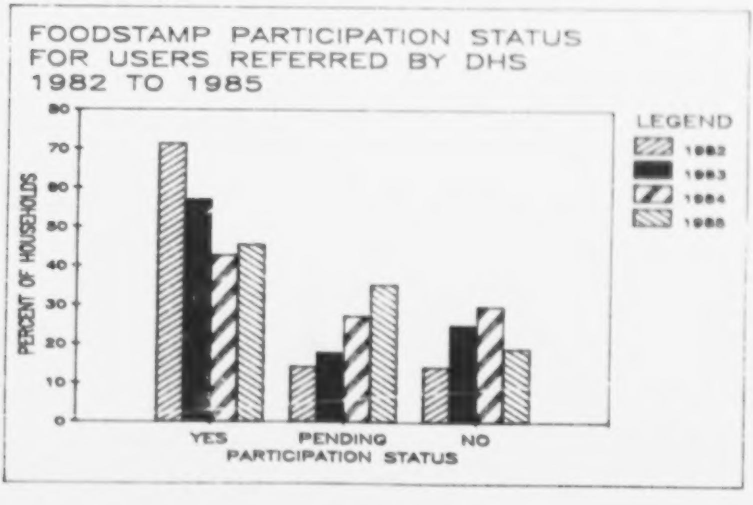

Figure 8

Foodstamps is decreasing, while the number not on Foodstamps has risen (except 1985), and the number pending has significantly risen (see figure 8). Further, of those not on the Foodstamp program and referred by DHS, 96 percent fall below the poverty level. It is likely that these individuals are either being eliminated from the program for bureaucratic technicalities involved in monthly reporting[20] or they are ineligible due to stringent eligibility requirements even though nearly all fall below the poverty level.[21]

Monthly reporting requirements have been a source of controversy for their frequent termination of otherwise eligible individuals. A study commissioned by the Department of Health and Human Services in 1981 found that in Denver, of those terminated from AFDC for failure to file their monthly report or failure to provide missing information, between 20 and 50 percent appeared to be eligible at the time of termination. More startling, a study for the Michigan Department of Social Services found that among those terminated for failing to meet some aspect of the monthly reporting requirement, 93.7 percent were otherwise eligible at the time of termination.[22]

The decline in Foodstamp participants among pantry users matches the decline in participants city-wide. Between 1982 and 1985, the average monthly caseload dropped from 92,498 to 73,822, a decline of 20 percent. Total yearly caseload dropped by 49 percent, from 258,500 in 1982 to 131,500 in 1985 (see figure 9).[23] Some of the decline can be traced to a 64 percent drop in new applicants from 186,600 in 1982 to 67,200 in 1985 which may be attributable to the elimination of all federal funding for Foodstamp outreach programs in 1981. Further, the gross income limit for receipt of Foodstamps was

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[20] Foodstamp and AFDC recipients not on fixed incomes are required to report their earnings each month. Failure to do so, or failure to fill out the form correctly and completely can result in termination from the program.

[21] See Increasing Hunger and Declining Help: Barriers to Participation in the Food Stamp Program, by the Physician Task Force on Hunger in America, Harvard School of Public Health. May, 1986.

[22] Center on Budget and Policy Priorities. Research Findings on Monthly Reporting Systems and Their Implications for State Administrators. Washington, DC. November, 1983. p. 19-20.

[23] Average monthly caseload is the average number of cases open at one time. Total yearly caseload is the total number of cases opened during the year. Figures were not available for total yearly caseload so an estimate based on the average monthly caseload is presented here. This estimate was derived by subtracting the average monthly new caseload from the average monthly total caseload and then adding the total number of new cases during the calendar year.

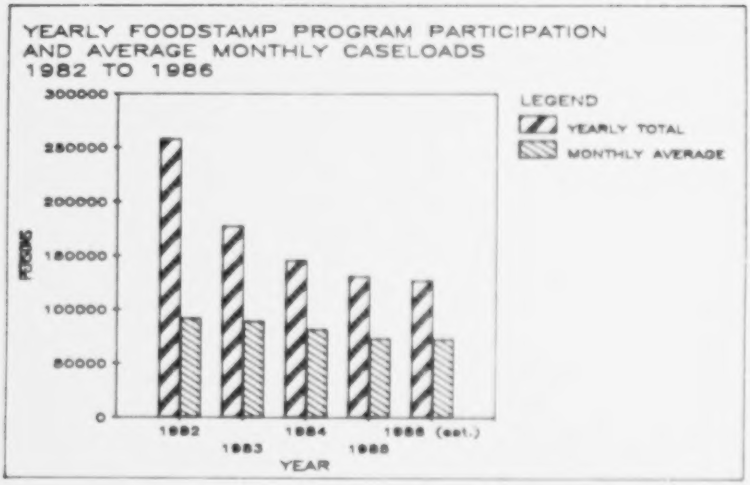

Figure 9

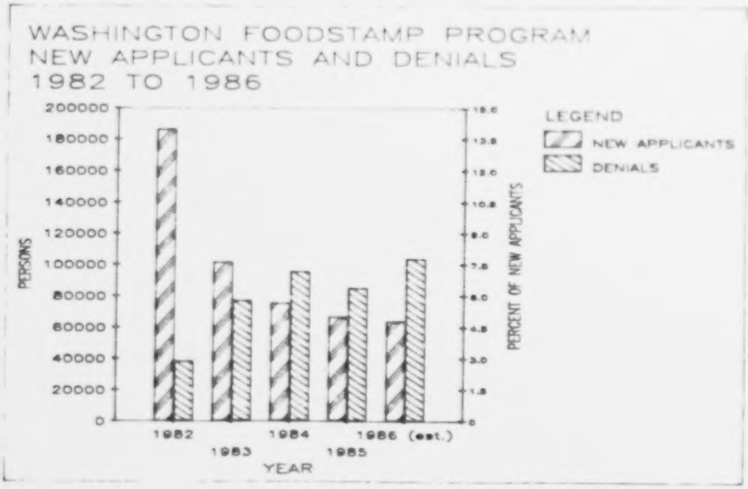

Figure 10

reduced from 150 percent of the poverty level to 130 percent in 1981. This and other tightened eligibility requirements probably account for the 170 percent increase in percentage of new applications denied from 2.9 percent in 1982 to 7.8 percent in 1989 (see figure 10).[24]

While Foodstamp participation was decreasing, poverty was increasing. The poverty rate in the District of Columbia was 18.6 percent in 1979. While the DC poverty rate has not been calculated since 1979, figures are available both nationally and for the southern region. The poverty rate nationally rose from 11.1 in 1981 to 15.3 in 1983 and fell slightly to 14.4 in 1984. In the southern region, the poverty rate rose from 15.4 percent in 1979 to 16.2 percent in 1984.[25] One can only assume Washington's poverty rate also increased during the same time period.

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[24] District of Columbia Department of Human Services

[25] Statistical Abstract of the United States, p. 457-458

Conclusions

Food pantries serve a unique and important role in maintaining a safety net for citizens. Their informal nature allows them to help families and individuals facing difficult times who might otherwise be ineligible for public assistance, such as individuals in transitional phases or recent family emergencies or breakups. But, food pantries should only serve the role of temporary assistance. The quality and nutritional balance of food bags given out by pantries varies with the limited variety made available to the pantry,[20] and is not meant for sustained usage. Further, as demand increases, pantries are forced to restrict the amount and frequency of assistance available to users. They are not capable, nor should they try, to fill the role for which state welfare programs are designed. But, with 93 percent of pantry recipients poor and only 43 percent on Foodstamps, it appears that this is the role pantries have been forced to take.

The Department of Human Services (DHS) is relying on food pantries to do more than fill in the gaps. DHS appears to be using food pantries as a crutch, referring to pantries those they cannot or will not assist. Much of the blame should rest on federal policies aimed at reducing welfare rolls and increasing pressure on state agencies to reduce their error rates. But, these policies are terminating or turning away individuals who should be eligible.

During the last four years, Washington has experienced a phenomenal increase in the usage of food pantries. Between 1982 and 1984, pantries averaged a 140 percent increase per year and the total increase for the four year period ending in 1985 was 247 percent. The growth in usage from 1982-1984 can be traced to increases in unemployment and the number who had exhausted their unemployment benefits, tightened eligibility for welfare programs, and an increase in poverty. The slight decrease in usage during 1985 is probably attributable to a decline in unemployment and a leveling off of the decrease in Foodstamp participation city-wide.

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[20] Food pantries usually buy their food at a local food bank. Food banks are non-profit organizations which serve as a clearing house for donations from the corporate community and supermarket chains. Food banks then sell the food to pantries and soup kitchens at significantly reduced prices.

But, it is important not to spend to much time patting ourselves on the back for the drop in usage. Pantries are still seeing considerably more people than they did in 1982 or 1983. Further, food pantries cannot hold on forever. In many cities, pantries are having to close due to insufficient funds or volunteers. Of the pantries studied for this report, none reported being in immediate danger of closing, but nearly all mentioned that when they opened they never expected the need to expand and continue as much as it has. Pantries have given us the breathing room to adjust welfare policy to prevent large number of people from slipping through the cracks. It is crucial that we take advantage of this opportunity before it disappears.

D. C. HUNGER ACTION
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Elisabeth Liebow
Sr. Patricia Mary
Sr. Anne Mary Smith
Suzanne Tanca
Paul Vel

April 20, 1988

The Honorable Tom Harkin
U.S. Senate
Washington, D.C. 20510

Dear Senator Harkin:

Enclosed is a copy of the report on food stamp participation rates in the District of Columbia. As I mentioned in my letter of March 29, we would like for this information to be part of the hearings held at Luther Place Memorial Church on March 28.

Thank you for your efforts in ending the hunger problem in this city.

Sincerely,

Nicki Lagoudakis
Nickola Lagoudakis
Coordinator, D.C. Hunger Action

Enclosure

— a project of World Hunger Education Service —

Food Stamp Participation Rates in Washington, D.C.

By

Thomas M. Meuser

April 8, 1988

Bread for the City
1305 14th St., N.W.
Washington, D.C. 20005
(202) 332-0440

Introduction:

In spite of our great wealth in the United States, hunger and malnutrition are persistent problems for millions of low income Americans. The Federal Food Stamp Program serves as the primary defense against hunger in this country by providing needy people with coupons to purchase their own food. In recent years, the Food Stamp Program has not lived up to its potential. Recent national studies suggest that less than half of those eligible for food stamps actually participate in the program. Many barriers to participation limit access to receiving food stamps among the poor: a major one being a lack of public information on the program. The fact that food stamp participation is so low is alarming and calls into question the administration of this important program for the maximum benefit of the poor.

In Washington, D.C., where over 20% of the population lives at or below the federal poverty line, the Food Stamp Program plays a vital role in preventing hunger. However, the District of Columbia is no different from the rest of the country where food stamp participation is concerned. Many residents who would qualify for food stamps are not on the program for one reason or another. Nowhere is this more apparent than at the doors of private emergency food providers. There are over 200 agencies and churches in Washington struggling to meet an ever-present demand for food assistance from low income residents. Though private agencies have a role in fighting hunger, they cannot hope to deal with the problem when government programs are not living up to their potential locally. Hunger is a definite problem in the District of Columbia and food stamp participation among City residents is a key issue for investigation and discussion.

Purpose of this Study:

The purpose of this study was to collect data on food stamp participation in Washington, D.C., with the hope of fostering discussion among social service providers and local government officials on the hunger problem. The study focused on a particular population for ease of data collection: households (composed of individuals or families) who have applied for emergency food assistance over the past year and their experience with the food stamp program. The hypothesis was that food stamp participation rates among this needy population in the District of Columbia are well below 50% of those potentially eligible for food stamps in this population.

Data was collected from clients of Bread for the City, the largest emergency food pantry in Washington that served an average of 1700 households per month in 1987. Bread for the City provides free, monthly grocery bags of unprepared food to Disrtict residents in need who fall into one of three categories: elderly (aged 60 +), disabled (and medically unable to work), or parents with children under 18 years of age. Bread for the City operates two food distribution sites in Northwest Washington and a majority of its clients come from this area (though the number of households served from other areas is growing all the time).

Method and Explanation:

Food Stamp information is gathered as a matter of course from Bread for the City clients. When individuals or families apply for food assistance for the first time, they go through a simple application/verification process. A number of forms are completed including an Emergency Food Certification form required by the District Government and the U.S. Department of Agriculture. This form requests the basic information necessary for developing the statistics of this study.

A total sample* of 1,046 forms, representing all households that applied for food between 9/87 and 3/88, was collected together. (Approximately 50 forms were excluded because they were unreadable or lacked all the needed data.) Four pieces of information were used from each form: household size, gross monthly income, food stamp status (whether or not the household was receiving food stamps at the time of application), and the date when the form was filled out. A computer program developed by Michael Thiessen, BREAD's computer programmer, was used to collate this information and calculate the following statistics:

1. % of households receiving (not receiving) food stamps.
2. % of households with gross monthly incomes greater or less than current food stamp gross income limits for eligibility (See next paragraph below).
3. % of households not receiving food stamps whose monthly incomes fall within gross income limits for the program.

These statistics require some added explanation. The first one is clear enough. The second statistic is based upon a comparison between the gross income limits for the Food Stamp Program** and the income of each household. The income limits vary with household size and the statistics take this into account. This statistic amounts to a "gross income test" showing the percentage of households potentially eligible (or ineligible) for food stamps. Though not absolute, there is a strong likelihood that households with incomes within (less than) these gross limits would qualify for some food stamp assistance, though possibly not the maximum benefit. The third statistic is a combination of the first two. It shows the percentage of households not receiving food stamps yet with incomes less than the limits for their household size. Such households would potentially qualify for food stamps under the gross income test.

* A sample of this size ensures highly valid results by maintaining wide representation from the population and by minimizing errors that might have occurred in entering individual data into the computer.

** The current gross monthly income figures per household size used in determining eligibility follow: 1 @ $581; 2 @ 785; 3 @ 988; 4 @ 1,192; 5 @ 1,396; 6 @ 1,599; 7 @ 1,803; 8 @ 2,007.

Results:

The table below lists the statistics for the total sample (see the first line) and for individual household sizes. Generally, only one third of the households were receiving food stamps when they applied for private emergency food assistance (A); two thirds were not participating in the program (B). The comparison between household incomes and food stamp income limits revealed that almost all households passed the "gross income test" with incomes within the limits (C). Finally, nearly all of those households not receiving food stamps had incomes within the gross limits (E) as anticipated by the other results. These general statements are consistent for both the overall figures and for those based on household size. (See Table 1 below.)

Table 1

Household Size Sample Size (N)	A	B	C	D	E
1 - 8 N = 1,046	35%	65%	97%	3%	95%
1 N = 487	33%	67%	97%	3%	95%
2 N = 212	32%	68%	93%	7%	90%
3 N = 159	36%	64%	98%	2%	97%
4 N = 76	47%	53%	100%	0%	97%
5 - 8 N = 112	44%	56%	100%	0%	98%

Key:
A = % of households receiving food stamps.
B = % of households not receiving food stamps.
C = % of households with gross incomes less than gross limits.
D = % of households with gross incomes greater than gross limits.
E = % of households not receiving food stamps (B) with incomes less than gross food stamp limits (C).

Discussion:

Given that food stamps are an important defense against hunger in this country, the results in Table 1 are startling. Among households turning to private emergency food providers in Washington, the majority were not participating in the Food Stamp Program when they applied for food assistance. Overall, 35% were receiving food stamps while 65% were not. At the same time, 97% of all households applying for food assistance had incomes below the income limits that determine eligibilty for the program. More specifically, of the 65% of households not receiving food stamps, 95% of them would likely qualify for food stamps using the gross income test. Clearly, food stamp participation in this population is well under 50% of those potentially eligible as the hypothesis stated earlier.

The figures for each household size in Table 1 reveal basically the same findings. For households of 1 to 3 individuals, the statistics vary little from the overall numbers. The sample sizes within these sub groups are large enough to be confident in the results. For households of 4 to 8, the results are generally the same though more households were participating in the program. Why this difference exists cannot be speculated on here; additional study would be necessary. The overall generality of the results to the greater low income population can be addressed, however.

Can these overall results be generalized beyond the immediate sample? The answer is a qualified yes. It is safe to say that households that turn to private food providers are at risk of hunger and the mental/physical health problems that go with it. The vast majority (97%) of the sample are low income households living near the poverty line. The sample represents a good cross section of groups vulnerable to hunger: 57% elderly, 24% families, and 19% long-term disabled. The sample, therefore, represents a variety of low income people who struggle to afford their own housing (all BREAD food clients must have some form of shelter where they can prepare food) yet cannot provide themselves with enough to eat without substantial outside help. Unless other low income people in Washington manage a lot better than those in the sample, this group would seem to be typical of low income households throughout Washington, D.C. Additional controlled study would be required to give more than a qualified yes to the question of generality.

Ceratinly, the results of this study raise many questions about the low food stamp participation rates in Washington. The data collected here can help ask these questions but it cannot provide adequate answers. Any speculation on such answers without further study would be inappropriate. However, it can be comfortably said that many District of Columbia residents who live near the poverty line do not receive food stamps. This fact raises questions about how the program functions in the District, how it is advertised to low income people, the degree of difficulty in applying and receiving food stamps, etc. These questions can only be addressed through additional study and investigation.

One thing is clear from the results: low income residents are at risk of hunger problems and the Food Stamp Program is not living up to its potential for everyone. More study is necessary on food stamp participation in the District to fully understand what is going on. However, such study takes a lot of time, time that most low income people simply do not have. Swift action must be taken to improve food stamp participation in the District of Columbia. The District Government and private service providers must work together to inform needy people about food stamps and remove barriers to participation that hinder them from benefiting from them. Discussion and coordinated action are keys in this process.

Such improvements are all the more essential in light of the likely loss of TEFAP commodities for the poor in the coming months. The hunger problem will only get worse and more innocent people will suffer unless vital programs for the poor are improved. Hopefully this study, and others like it, will foster positive discussion and action -- the health and happiness of many depends on it.

The Shepherd's Table, Inc.

"HUNGER IN THE MIDST OF AFFLUENCE"

Testimony of Gunther Stern
Resource Counselor
The Shepherd's Table, Inc.
A soup kitchen serving the hungry and homeless of Montgomery County, MD

for

HEARING ON HUNGER
March 28, 1988

before

Sub-committee on Nutrition and Investigation of the
Senate Committee on Agriculture, Nutrition and Forestry

835 Bonifant Street , Silver Spring, Maryland 20910   585-6463/585-4357

The Shepherd's Table, Inc. soup kitchen in Silver Spring, Maryland serves between 80 and 140 hungry, often homeless people a night--over 33,000 a year. For many this is the only meal they eat each day. Next door, The First Baptist Church of Silver Spring operates a food closet which distributes shopping bags of food to poor, hungry families. A half mile to the south of the soup kitchen is the Community Service Center of The Seventh Day Adventist Church. Four days a week they help needy families with food and clothes. Seven blocks to the north is the food closet of Silver Spring Help, an organization that reaches out to families in crisis. A mile away the Carroll House shelters twenty-five homeless men.

Seven miles to the north, in Rockville, the county seat, there are no less than five shelters for the homeless, a day shelter for homeless women and Manna, a food bank which makes food available to the poor all over the county. Manna serves 350 families in need a month, a figure up approximately 50% this year. In Gaithersburg, a couple miles north of Rockville, The Lord's Table soup kitchen serves around eighty people a night, up sharply in the past four months. This is the non-profit commitment to the poor that comes readily to mind. There are many more organizations working to feed and shelter the economically fragile in our county.

All this exists in one of the wealthiest, suburban counties in the country, Montgomery County. A county with a average income of $65,000 a year. A average income which obscures the 75,000 people living in poverty, who are often hard working, reliable employees and good, loving parents.

The poor and hungry in this county increase each year, not as factories and jobs disappear --they don't here--but as affordable rental housing disappears. This past decade has been devastating to the working poor of Montgomery County. In the Silver Spring area where homelessness has evolved from insignificance to a major problem in the past eight years, affordable apartments have been taken off the market at an alarming rate. Last year, right around the corner from our soup kitchen, a twenty unit building was removed from the housing stock. This building housed more than twenty low income Hispanic tenants. At the soup kitchen our Hispanic population nearly doubled. Nearby two other buildings were lost by the low and moderate income tenants as developers bought the properties, renovated and raised rents out of reach of the average renter. Meanwhile, there is no significant affordable housing being developed. The programs that are producing new reduced rent housing are not reaching the families in need.

The reduced housing stock has forced many families to reallocate food and clothing dollars toward housing which is often not suited to the family size. Marginal families are facing homelessness while once viable families are finding themselves marginal, hungry and poor!

There has been a dramatic increase in demand for emergency food services over the past few years--more than 600% from 1981 to 1986--and it is getting worse. At the Shepherd's Table we have noticed a recent increase of more than 12% in the past several months. We are seeing families now that a year ago would not have allowed their children to sit with the alcoholics and severely disturbed people that make up the majority of our population.

In one week recently, the Shepherd's table was contacted by three different functional families with working parents who were facing eviction because they had to choose between paying the rent or eating and getting to work. In one case a family of six was living in a two bedroom apartment for which they paid $670.00 a month (The median for Montgomery County according to the most recent survey) when one parent lost his job. Although he was a trained cable installer he was unable to find work with a new company because he did not own his own truck or tools. He was willing to work in a fast food restaurant but discovered that those businesses prefer students and women (we were skeptical until we looked around the fast food restaurants in our area and could not find a single mature male who was not a manager). The mother continued to work as a supervisor for a security police outfit. Her seven and a half dollar an hour salary just barely covered the cost of their apartment. For two months they struggled with the rent but finally surrendered to the futility of the situation. When the eviction papers were served two months later they left without a fight, ashamed of their fate. Soon after this she too, had to take an involuntary hiatus because security officers are required to have phones. The children were sent off to live with family and friends as the parents began the long and arduous task of rebuilding.

While friends and family did move in to help in the crisis, it should be pointed out that these were not idyllic suburban families with spacious suburban homes; these are families brought closer to the margins by an additional child in already overcrowded conditions. Poverty and hunger are "trickling up" in Montgomery County!

The reduced ceilings on food stamp eligibility have left these "at risk" families out. They have become dependent on a patchwork system of non-profit, volunteer driven food distribution, which is in turn dependent on donations from local school food drives and unmarketable food collected from area grocery stores. This food is often high in calories and low in nutritional value. We often get more white bread and stale donuts than we know what to do with.

After each holiday our meager storage space is overwhelmed by soft, sugary "treats". The meat we get is often fatty sausages, laden with cholesterol producing fats and carcinogens.

While the network of non-profits can get emergency food and money out to families in need--families missed by state and federal assisted programs--fast, the crisis continues week in, week out, the non-profits are no more than bandaids on a pervasive problem that needs immediate federal attention.